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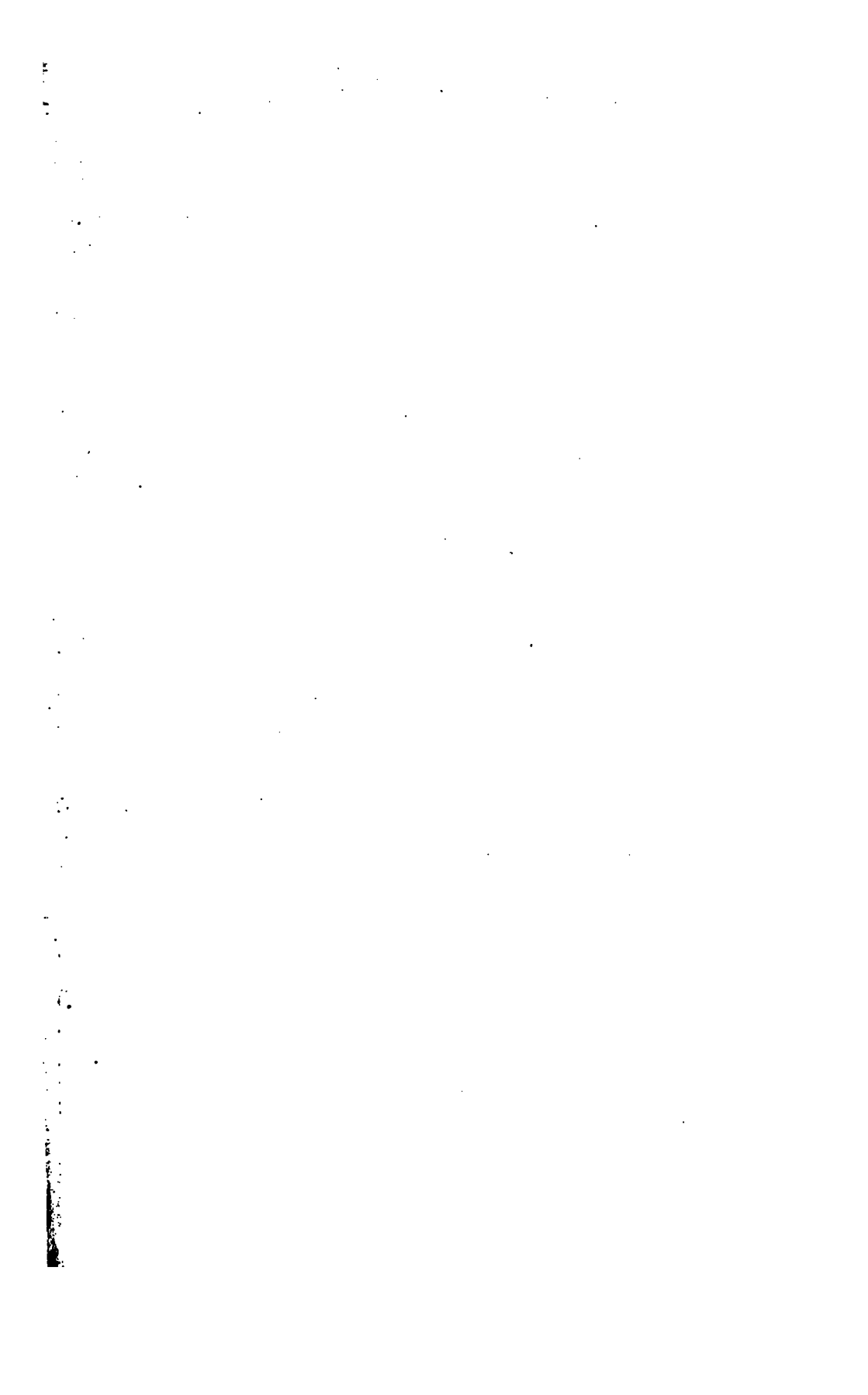


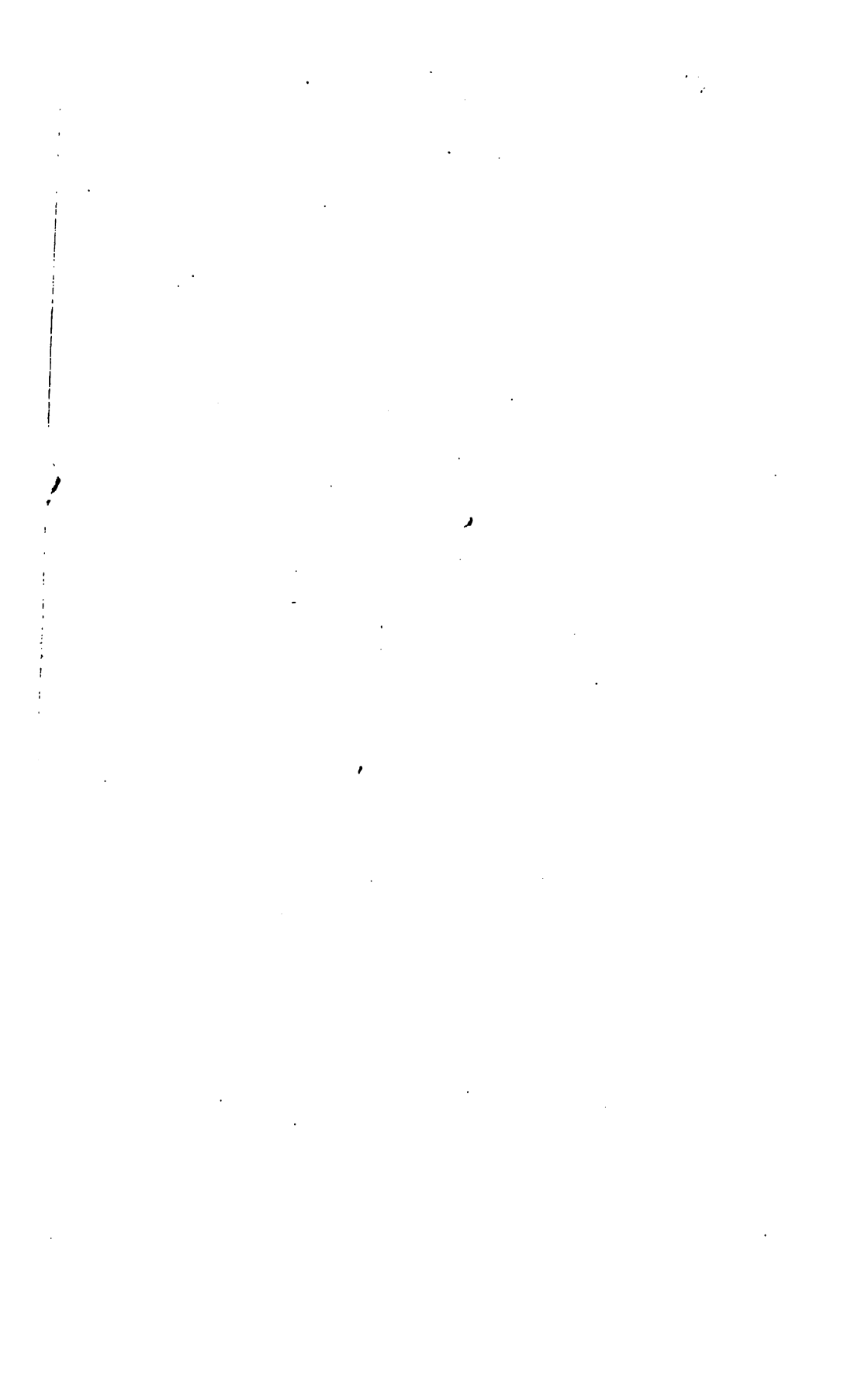
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# NINETEENTH REPORT

OF THE

★ UNITED STATES

# CIVIL SERVICE COMMISSION.

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July 1, 1901, to June 30, 1902.

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Previous reports can be consulted at all free libraries. A Manual of Examinations is issued by the Commission for public distribution, giving information respecting the scope of the examinations and the methods of appointment.

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WASHINGTON:  
GOVERNMENT PRINTING OFFICE.

1902.

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NINETEENTH ANNUAL REPORT  
OF THE  
UNITED STATES CIVIL SERVICE COMMISSION.

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WASHINGTON, D. C., *October 24, 1902.*

SIR: The Civil Service Commission, in presenting its annual report of the business transacted during the year ended June 30, 1902, desires to express its gratification at the substantial progress made in the competitive system during that year and at the excellent manner in which the civil-service law and rules have been generally observed throughout the various branches of the Government.

Since June 30, 1901, there have been included in the competitive system, in addition to the natural growth of the service—

1. By Executive order:
  - (A) The rural free-delivery service;
  - (B) A considerable portion of the field services of the War Department.
2. By act of Congress:
  - (C) The employees rendered necessary because of increased work incident to the war with Spain;
  - (D) The clerks and employees of the permanent Census Office.

(A) RURAL FREE DELIVERY SERVICE.

This branch of the service, which ~~was at first regarded as experimental~~ in character, has become so useful and popular that its permanency is assured. It gives promise of being perhaps the most extensive branch of the entire civil service, superseding in a considerable degree the necessity for fourth-class post-offices. It was at first considered that this service was not embraced in the general classification for the reason that it was experimental, and was so described in the act establishing it. While the Commission did not concur in this construction of the law, it was found impracticable to make the classification until November 27, 1901, when a rule for that purpose was promulgated by the President. It must be remembered that the free-delivery routes are originally laid out by special agents of the Post-Office Department.

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and all changes in the routes and subsequent appointments of carriers are made on the reports of certain route inspectors of that Department. It became important for the successful establishment of the competitive system in this service that these special agents and route inspectors should themselves be included in the classified service, and this was done. As these positions require experience, it was provided that they should be filled by promotion or by transfer from other branches of the post-office service, and that four years' experience in other parts of that service, or one year's experience in the rural free-delivery service itself, should be a prerequisite to such transfers or promotions. The remainder of the problem was to classify the clerks and carriers, and while there was no difficulty in classifying the clerks, it was believed that it would not be easy to classify the carriers, since the qualifications were such as could not be adequately tested by ordinary scholastic examinations. Very little education was required, but on the other hand it was extremely desirable that the persons selected should possess a proper equipment for doing the work, should have average intelligence, should be familiar with the neighborhood, and acquainted with the persons residing therein, and, most of all, that they should have the confidence and good will of the patrons of the route. An effort was therefore made to submit these qualifications, so far as possible, to a practical competitive test different from any other in the classified service.

The insufficiency of the force of the Commission made it impossible to conduct the examinations or to rate the papers by its own employees, so five persons were appointed by the Commission, after consultation with the Postmaster-General, from the force of the Post-Office Department, as a central board of examiners at Washington to rate the papers of the competitors, and the special agents and route inspectors were appointed by the Commission as auxiliary members of this board to conduct the examinations.

Whenever a postmaster receives notice from a special agent that he will visit his post-office to investigate the feasibility of establishing a new route for which petitions have been filed, the postmaster makes public announcement that he will receive the names of persons who desire to enter the examination, and he notifies all applicants of the date thereof. The special agent, after determining the feasibility of the route, then conducts the examination of applicants. Those who petition for the route have the right to nominate persons who are acceptable to them for carriers; but political or religious affiliations are not to be considered, nor are political indorsements to be received, and it is provided that the merit and qualifications of the applicant and the good of the service alone shall be considered. The examination requires only such scholastic ability as enables the applicant to read and write, and consists in answering a series of personal ques-

tions, in the applicant's handwriting, relating to his physical condition, his previous experience, training, and occupation, the length of his residence in the community, and his ability to furnish the necessary equipment and provide a suitable substitute in cases of emergency. He is tested on his ability to read addressed envelopes and to make out registry receipts and receipts for the money with which to purchase postal money orders. The examination further consists of a very careful inquiry and report by the special agent of the competitor's acquaintance with the patrons and the extent to which he has their confidence; his general characteristics, suitability and fitness for the position, and his character and reputation. After completing the examination the papers are forwarded to the central board of examiners, which proceeds to rate them and prepare a list of eligibles, arranged in the order of their ratings.

There is no choice here as in other branches of the service between the three graded highest, but that person is selected whose name is at the head of the list. The regulation requiring this is made by the Post-Office Department, as well as by the Commission. A person nominated by the petitioners will be selected if his qualifications are equal to those of the other eligibles. Applicants who do not live within the territory supplied by the route or by the post-office from which the route starts are not accepted.

Similar examinations are held whenever there is a vacancy in a route already established if the vacancy can not be supplied by the existing list of eligibles. The examinations in this case are conducted by the route inspectors.

This system of classification went fully into effect on February 1, 1902. On June 30, 1902, the number of persons employed in the rural free-delivery service, and thus included in the classified service, was as follows:

Special agents.....	51
Route inspectors .....	63
Clerks .....	207
Carriers .....	8, 590

A representative of the Commission's personal force visits the central board of examiners weekly and confers with it respecting the operation of the rules, and it can be said, after a number of months' experience, that the system on the whole appears to be working admirably. It is recognized by the Commission, however, that there are dangers of abuse in this service which do not exist where the examinations are purely scholastic. The weight which is necessarily given to the personal preferences of the patrons and to the reports of the special agents and route inspectors would be liable, if not carefully watched, to personal or political manipulation. It is not seen at the present time how the system itself can be greatly improved, and the

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Commission believes that with supervision upon its part and that of the Department it may be made the means of eliminating at least the greater part of the political influences which have heretofore prevailed in this service and of greatly improving the character of the service itself.

### (B) FIELD SERVICES, WAR DEPARTMENT.

Prior to May 29, 1899, there was in the classified service a considerable number of places in the Quartermaster's, Medical, Ordnance, and Engineer departments at large of the War Department, admission to which was subject to competitive but noneducational tests prescribed by the Civil Service Commission. On that day, by Executive order, these positions were taken out from the operation of the existing regulations, and it was provided that appointments thereto should be made upon registration tests of fitness prescribed in regulations to be issued by the Secretary of War and approved by the President. Besides these places, however, there was a large number of similar positions which were not excluded by the Presidential order of that date, and which had apparently been overlooked when the order was made. No regulations were ever issued by the Secretary of War in regard to the positions then excepted. The result was that the legal status of all appointees to these positions was somewhat in doubt, and if regulations had been formulated by the Secretary of War it would have resulted in two systems running side by side in the same Department. Such a dual method of appointment would be open to serious objection. Accordingly, in April, 1901, a memorandum was prepared by the Assistant Secretary of War recommending that the provisions in the Executive order of May 29, 1899, in respect to these places be rescinded and the places restored to the classified service. This memorandum was approved by the Chief of Ordnance, the Chief of Engineers, the Surgeon-General, and the Quartermaster-General, and was forwarded to the Commission on October 17, 1901; and on November 18 the order excepting these places was accordingly rescinded and the places restored to the classified service. The total number of positions added to the classified service by this reinclusion was 1888.

### (C) THE EMPLOYEES RENDERED NECESSARY BECAUSE OF INCREASED WORK INCIDENT TO THE WAR WITH SPAIN.

By an act passed June 13, 1898, provision was made for clerks and other employees rendered necessary because of increased work incident to the war with Spain, and under an act of July 7, 1898, and subsequent acts extending the appropriations therefor, it was provided that these additional employees should be appointed without compliance with the requirements of the civil-service act. In accordance with the provisions of these laws, clerks and other employees were

appointed in the different Departments without examination, and on April 28, 1902, the following number of such clerks and employees were employed in the various Departments:

Treasury Department.....	230
War Department.....	587
Post-Office Department.....	33
Total.....	850

On that day an act was passed providing that such additional clerks and other employees should be transferred to the classified service as of their grade or rate of compensation at that time, and should be continued in the several Departments without further examination, subject to transfer, promotion, or removal the same as other clerks and employees in the classified service. Inasmuch as the work upon which such clerks and employees were employed had become permanent in character and their services would be permanently required, it is believed that their transfer to the classified service was in the interest of good administration.

#### (D) CENSUS BUREAU.

The employees of the Bureau for taking the Twelfth Census had been selected under act of Congress without compliance with the civil-service act, the great bulk of the places being apportioned as patronage among the members of Congress, and although the persons recommended by these members were, in general, required to submit to an examination before appointment, such examinations were not open to public competition. When a bill was introduced for the creation of a permanent Census Bureau, a provision was added in the House of Representatives that the persons then employed in the temporary Bureau should be eligible to appointment in the classified service without examination or certification by the Civil Service Commission on the approval of the head of any Department. After this amendment had been agreed to, the measure was recommitted to the Census Committee of the House with instructions to prepare a detailed bill providing for the organization of the permanent office. The Commission considered that the classification of such persons as were to be permanently employed in the Census Bureau, with a provision that new appointments should be made in accordance with the civil-service law, would be highly desirable. But the number of employees then in the temporary Bureau was 2,298, and nearly two-thirds of these were soon to be discharged.

To make these all eligible to transfer or appointment in the classified service without competitive examination seemed highly undesirable. A much smaller number of persons are annually appointed to similar positions in the departments at Washington as the result



of competitive examinations, and if that large number, whose claims were supported by strong political influence, were rendered eligible for appointment without examination it seemed probable that the operation of the competitive system would be suspended as to all similar places for some time to come, and that competitors who had taken such examinations in good faith would find their opportunities subordinated to those of employees who had been appointed through patronage. Such a provision would inflict a grave blow upon the merit system by discrediting competitive examinations and it would render the Census employees eligible for transfer and appointment to many places for which their previous training did not give them any qualifications, and to some for which higher tests were required. Members of the Commission therefore appeared before the Census committees and stated their objections. In conference the bill was amended. As it finally passed it provided that all employees at the date of its passage, except unskilled laborers, might be appointed in the permanent Census Office at the time of its organization, by the Director, with the approval of the Secretary of the Interior, and when so appointed should be placed, without further examination, under the civil-service law. The act, thus giving discretion to the Secretary in the matter of appointments, made it easy to appoint and classify only such employees as were to be permanently retained, which the President, at the time of the signing of the bill, directed to be done. In accordance with this direction, 837 persons were appointed on July 1, 1902, and the Census Bureau, with these employees, is now part of the classified service.

#### OTHER EXTENSIONS.

Not only have the foregoing extensions been made by Executive order and by act of Congress, but the classified service has also expanded, both by natural growth and by its extension to places (as in the Federal service of Porto Rico) to which, although provided for by the rules, it had not yet been practically applied.

#### THE CIVIL SERVICE IN PORTO RICO.

In the civil service of Porto Rico there are two groups of positions, namely, those connected with the insular government created by the act of Congress and paid out of the island revenues, and those attached to the Federal service and compensated out of the United States Treasury.

No provision has yet been made by the insular government for placing its employees under a competitive civil-service system, although it is hoped that this will be done at an early date, the experience of the Philippine service having demonstrated its desirability.

The Federal positions, however, are subject to the Federal civil-

service act and rules. There are approximately 301 positions in this group, of which 152 are subject to competitive educational examinations, 81 subject to competitive registration tests, 20 are excepted from competitive examination by the civil-service rules, and 48 are not subject to classification.

By direction of the Commission, Dr. Leadley, chief of its service record division, visited Porto Rico in March and April, 1902, obtained the data necessary to enable the Commission to classify the Federal service, organized and instructed an insular board of examiners, and examined 227 applicants, the majority of whom were native Porto Ricans.

The newly organized board of examiners, consisting of seven Federal employees, has its headquarters at San Juan, and auxiliary boards were established at Ponce and Mayaguez. Each member was selected because of some particular qualification which rendered his appointment desirable, and it is believed that the work of the board will compare favorably with that of similar boards in the United States.

In the main, the candidates who entered the examinations were an orderly, well-behaved, and intelligent class of applicants, who experienced but little difficulty in comprehending the instructions given and in answering the questions. The examinations (with the exception of those for scientific and professional positions in the United States) were given in both English and Spanish. For the Departmental and Government Printing services the persons taking the examinations in English, most of whom were from the United States, excelled the native Porto Ricans, who took them in Spanish, 64 per cent of the former passing to 43 per cent of the latter, while in the Custom-House Service 70 per cent of those taking the examinations in Spanish passed to 56 per cent of those taking them in English, and in the Post-Office Service, 65 per cent in Spanish to 55 per cent in English. Quite a large proportion of the persons who passed the examinations have been or will soon be appointed.

#### THE PHILIPPINE SERVICE.

On November 30, 1900, the President, by Executive order, directed the Commission to assist the Philippine civil-service board in carrying out the provisions of the Philippine civil-service act of September 19, 1900.

As natives are appointed to all positions they are competent to fill, no calls are received from the Philippine government for Americans residing in the United States except for positions requiring professional, technical, or scientific qualifications or special clerical ability. For these places requisitions are usually received by cable. A special code was prepared for this purpose to save expense and delay in making appointments.

Previous to July 1, 1901, before the military government had been entirely superseded by civil authority, there were few calls received for civil employees of any kind, and these were principally for stenographers and typewriters; but during the last fiscal year the Commission was called upon to furnish Americans with special qualifications along various other lines, for example, an admeasurer, assistant anthropologists, auditing clerks, architectural draftsmen, boiler and hull inspectors, bookkeepers, bookbinders, chemists of various kinds, civil engineers, compositors, cabinetmakers, a chief clerk, disbursing clerks, department assistants, electrotypers, an expert in plant culture and plant breeding, a fire chief, foresters, forestry inspectors, a librarian, managers of Government farms and experiment stations, pharmacologists, plant pathologists, pressmen, a paper expert, a photo-engraver, and medical inspectors and physicians. Eleven hundred and seventy-four persons were examined for the Philippine service during the last fiscal year, and over two hundred have been sent to the Philippines through the agency of the Commission. This work has drawn heavily upon the Commission, as it was largely of a special character, requiring more expert knowledge, care, and attention than ordinary examinations. The Commission had difficulty in the beginning in securing sufficient eligibles; but with the organization of civil government, and the knowledge that the climate is not necessarily injurious, there has been less and less difficulty in getting competent Americans for this distant service. For instance, when in the fall of 1901 examinations were announced for stenographers and typewriters, only 48 applicants appeared, and most of these failed, while in January, 1902, 277 applicants appeared, including 40 women, and in March and April, 217 persons, including 20 women, applied. Of the Americans sent through the agency of the Commission, only five have been reported as unsatisfactory, either on account of their habits or their lack of efficiency.

Practically all positions in the Philippines are now included within the classified service, with the exception of teachers, and it is understood that these positions also will be made subject to classification at an early date. The Philippine law requires that all vacancies in the higher positions shall be filled by promotion, thus encouraging those in the lower grades to render the best possible service, with the assurance that the most capable will, as vacancies occur, be advanced to the highest administrative offices.

#### NUMBER OF EXAMINATIONS AND APPOINTMENTS.

The classified service has grown not only by the foregoing extensions but by the extension of free delivery to various post-offices, by which 546 employees were classified, and by the consolidation of third

and fourth class post-offices with free-delivery offices, by which means 28 employees were classified.

The number of competitive examinations and of persons appointed thereunder have also considerably increased, as shown by the following table:

During the year ended June 30, 1902, 62,029 persons were examined, with the following results:

Service.	Examined.	Passed.	Appointed.
Classified service:			
For entrance—			
Departmental .....	21,243	15,021	5,828
Government printing .....	896	774	221
Custom-house .....	5,527	4,438	274
Internal revenue .....	1,055	614	250
Post-office .....	30,597	18,851	6,321
Total .....	59,318	39,698	12,894
For promotion .....	1,004	647	281
For transfer .....	236	169	<sup>b</sup> 123
Total classified service .....	60,558	40,509	13,298
Philippine service .....	1,174	480	128
District of Columbia .....	185	50	<sup>c</sup>
Total .....	61,917	41,039	13,426
Naval Academy .....	112	<sup>d</sup>	<sup>d</sup>
Grand total .....	62,029	41,039	13,426
Reinstatement certificates issued .....			842
Transfer certificates issued without examination .....			781
Grand total appointed .....			14,999

<sup>a</sup> Includes 6 examined and appointed under Rule VI.

<sup>b</sup> The total transfers being 842, including 73 transfers to the Philippine service.

<sup>c</sup> Number of appointments not known.

<sup>d</sup> These papers were not rated by the Commission.

Compared with the previous year, this shows an increase of 13,331 in the number examined, an increase of 7,800 in the number that passed, an increase of 2,987 in the number appointed through entrance examination <sup>a</sup>, an increase of 20 in the number promoted or transferred on noncompetitive examination, a decrease of 21 in the number of reinstatements, and an increase of 27 in the number of transfers. This excludes the appointments in the Philippine service in both years.

#### CHANGES IN THE RULES.

Many important changes have been made in the rules, enabling the Commission better to enforce the provisions concerning apportionment, giving it power to procure sworn testimony from employees of the Government for its investigations and to require the withholding of salaries from persons holding office in violation of law, limiting temporary appointments of persons outside the eligible lists when eligibles were available, requiring examinations as well as six months' actual service for transfers to new positions from those who have

<sup>a</sup> The number of original appointments last year on competitive examination was 9,870; on noncompetitive examination, 37; total, 9,907.

entered the service by mere classification of the positions they were holding, preventing reinstatement for the purpose of immediate transfer, limiting transfers to cases where the duties of the two positions were similar, guarding against improper reinstatements after dismissals for cause and against the assignment of laborers to classified work, and in other ways strengthening the competitive system. These amendments, together with the reasons for each, are presented in the appendix.

Besides these changes, an order was issued giving the proper construction to the rule concerning removals upon charges. The civil-service act had placed no limit upon the power of removal from office except to provide that it should not be exercised for a refusal to make political contribution or render political service, but a special order was promulgated by the President on July 27, 1897, providing that no removal should be made from the competitive classified service except for just cause, and for reasons given in writing, and the persons sought to be removed were to have notice and be furnished with a copy of such reasons and allowed a reasonable time for personally answering the same in writing. This rule was adopted by the President in pursuance of his general executive authority rather than of any requirement of the civil-service law. It was adopted for the purpose of putting an end to a practice which had theretofore existed of removing persons from the classified service upon secret charges which they were not permitted to see or answer. Such charges had frequently been a cloak for purely political removals, and great injustice had been done thereby. After the adoption of this rule removals upon secret charges were no longer made and the beneficent effect of the rule was generally recognized. At the same time misunderstandings arose in regard to its proper construction. It was claimed by some that the "just cause" mentioned in the rule meant that some willful act of misconduct must have been committed by the person whose removal was sought. It is evident, however, that persons ought sometimes to be removed where they are not willfully at fault, in cases, for instance, where they have become disqualified through physical or mental disability or cases where their services are no longer required. Such reasons would be "just cause" within the meaning of the rule. It was further believed by many that the provisions requiring written reasons, notice, and an opportunity for answer provided substantially for a trial, for the taking of testimony, and for proceedings similar to those in a court of law. To require this would not only involve enormous labor, but would give a permanence of tenure in the public service quite inconsistent with the efficiency of that service. But so widespread was this misapprehension that appointing officers often hesitated to remove subordinates who had become useless or had lost *the confidence* of their superiors because it was feared that specific

acts of misconduct could not be established by sufficient evidence to authorize dismissal. The President, therefore, upon the recommendation of the Commission, issued on May 29, 1902, an order declaring that the term "just cause" as used in the rule was intended to mean any cause, other than one merely political or religious, which would promote the efficiency of the service, and that nothing contained in the rule should be construed to require the examination of witnesses or any trial or hearing except in the discretion of the officer making the removal.

The right of removal therefore remains, as it has always been, discretionary on the part of the appointing officer, the only limitation being that it must be to promote the efficiency of the service, that it must not be for political or religious considerations, and that nothing shall be done in the dark, but the reason shall be stated and notice given to the person removed, who shall have his opportunity to make answer and to place on file his side of the case.

In order that he may do this, the reason must be stated with sufficient definiteness to enable him to understand the exact cause for which his removal is sought and to make a proper answer. A mere general statement of inefficiency, misconduct, negligence, inattention to duty, etc., would not be sufficient.

It is believed that the construction thus promulgated on May 29, 1902, has been in the interest of good administration.

#### OBSERVANCE OF THE ACT AND RULES.

The Commission notes with satisfaction a far more general and uniform observance of the law than has previously existed. This is due in great measure to the fact that those who have violated it have been called to account either by removal, as in the case of Moses Dillon, collector of customs at El Paso, Tex., and of W. F. Wakeman, appraiser at the port of New York; by proceedings leading to their resignation, as in the cases of Charles E. Sapp, collector of internal revenue at Louisville, and D. A. Nunn, collector of internal revenue at Nashville; or by failure to receive reappointment after the expiration of their terms, as in the cases of Thomas L. Hicks, postmaster at Philadelphia, and Joseph Perault, surveyor-general of Idaho. Cases showing the results of the Commission's investigations will be set forth in greater detail in the appendix.

#### EXCEPTIONS FROM EXAMINATION.

Twenty-one special exceptions have been made from the requirement of examination and other requirements of the rules. These are also set forth in detail in the appendix, together with the reasons for making them.

## REVISION OF THE RULES.

The last general revision of the rules was made in 1896. Some of the provisions therein are now obsolete, and numerous amendments have been added disjointedly as occasion therefor arose. A new revision will be submitted at an early date for your consideration.

## COOPERATION OF THE DEPARTMENTS IN ENFORCING THE ACT.

The Commission desires to express its gratification at the spirit of friendly cooperation which exists in all the departments of the Government in the enforcement both of the letter and the spirit of the civil-service act.

## FOURTH-CLASS POST-OFFICES.

There has been a marked change in the policy of the Post-Office Department regarding the tenure of fourth-class postmasters, of which there are upward of seventy thousand in the country. Hitherto these officers have been subject to change every four years, although their tenure is indefinite and the law seems to contemplate that they should hold their places during good behavior. While the Administration has not promulgated a definite rule in regard to this subject, yet the policy now is to consider all fourth-class postmasters as appointed for an indefinite period and subject to removal for cause only. The effect of this policy has been to reduce to a minimum the changes in such offices. It is gratifying to note that this has met with the cordial cooperation of members of Congress, as they are relieved from the pressure to make changes at the expiration of the four-year period. The Department has found from the experience of the last year that this policy has in a marked degree promoted efficient and economic administration in connection with the fourth-class post-offices.

## POLITICAL ACTIVITY.

President Cleveland on July 14, 1886, issued an Executive order warning officeholders against active participation in political movements. This order is still in force in the various departments and branches of the Government. It was, however, issued at a time when it had been so long the practice for Federal officeholders to take an active part in political manipulation that its universal and immediate enforcement was found to be impracticable. Men were removed for pernicious activity and obtrusive partisanship when they belonged to the opposite party, while under very similar circumstances men belonging to the party in power were not disturbed. By attempting to apply the rule equally to classified and unclassified positions it was found impracticable to give general effect to it. It was, therefore, *with sincere gratification* that the Commission received from the

President on June 13, 1902, the letter found in the appendix, drawing a distinction between classified and unclassified positions.

In the classified service, where the choice is made without reference to political considerations, and the tenure of office is unaffected by the change of parties, it is perfectly practicable to provide that the officer or employee, while retaining his right to vote as he pleases and to express privately his opinion on all political subjects, should not take an active part in political management or in political campaigns, for precisely the same reasons which a judge, an army officer, or a regular soldier is debarred from taking such active part; while in the case of officers appointed through patronage and upon political considerations, the proper limitations, in the present state of public opinion, are different. They must not coerce the political action of their subordinates; they must not use their offices to control political movements or influence the result of elections; they must not neglect their public duties, nor cause public scandal by their activity.

The Commission believes that the standards here adopted are the highest which are practicable at the present time, and that in enforcing them performance may always keep pace with promise, which would not be true if a more exacting standard were now adopted. It is obviously unwise to apply the same rule to a fourth-class postmaster in a small village who has no employees to intimidate, and who wishes to continue to act in political affairs as he has always acted, and to the head of a great Federal office, who may by his conduct, or even by his mere example, coerce and intimidate hundreds of his subordinates.

Apart from illegal political contributions, the coercion of employees, and the influencing of elections by officeholders, the Commission has no power under the civil-service act and rules to restrain political activity, this power being lodged in the respective departments, yet the subject is one so closely connected with the matters which fall within the Commission's jurisdiction that it has made it a rule to furnish to the President or to the appropriate executive department all information in its possession in respect to each case that may arise.

#### POLITICAL ASSESSMENTS.

While some political managers still attempt to evade or violate the law forbidding the solicitation or collection of political contributions, the great majority of Federal officials feel neither any obligation to make them nor fear of any personal consequences from their refusal to make them. The Commission has endeavored rigidly to enforce the law, and it is gratifying to know that public sentiment warmly supports its efforts.

#### NEEDS OF THE COMMISSION.

Attention is again invited to the urgent need of an increase in the regular force of employees of the Commission in lieu of the clerks and



others detailed from the departments, to the need of an increased appropriation for traveling expenses for the purpose of conducting examinations and investigations, and to the need of suitable books of reference for the examiners of the Commission in the preparation and rating of high-grade examinations involving professional, technical, and scientific knowledge.

No increase in the regular clerical force of the Commission has been provided for by Congress since 1894, when 36 additional clerks were allowed in lieu of the clerks then detailed from the departments. At that time there were 37,684 classified positions; now there are over 120,000 classified positions and the work of the Commission has been proportionately increased. This great addition to the work has necessitated calls upon the departments for detailed clerks, which number has been increased from year to year during the last eight years. At this time there are 72 clerks and others detailed to the Commission in addition to its regular force of 62 employees. The present plan of relying upon detailed clerks is most unsatisfactory, as it has been found practically impossible, except in a few instances, to secure such clerks with the necessary qualifications for the work. The Commission requires not only competent clerks, but expert examiners in various lines, as accountants, mathematicians, draftsmen, civil engineers, letter critics, etc.

Many thousand sets of examination papers accumulate, and months of delay occur in the rating of these papers simply because there is not a sufficient force of qualified examiners for the work. The Commission has estimated for an increase of 62 in its regular force, in lieu of 72 clerks and others on detail.

#### PROMOTION REGULATIONS.

The history of promotion regulations appears on pages 101-105 of the Sixteenth Report. Since the date of that report no further action has been taken by the Commission for the amendment of the promotion regulations. The matter has been left to each department to work out its own system, nominally under the regulations promulgated. There has, however, been a wide difference in the method of enforcing such regulations. In some of the departments they have been entirely ignored, while in others there has been either a partial or nominal compliance with the regulations. The result, however, shows that in most cases promotion regulations under existing conditions are far from satisfactory. The elaborate system of efficiency ratings and records, based, as it necessarily must be, upon the individual opinion of the officer giving the marks, has become little more than the mathematically expressed opinion of such officer as to the relative standing of the clerks under his supervision. In nearly all cases the clerk at the *head* of the list receives a rating of 100, and the remainder of the list

is graded by differences of two-tenths of 1 per cent in the standing of each clerk, the head of each division in the great majority of cases giving the highest ratings possible in order to put the clerks in his division ahead of or at least on equal plane with the clerks of other divisions in the same bureau or department. There are of course some bureaus in which the work done is capable of mathematical rating; as, for instance, the counting of money orders, where a standard day's work can be determined and the clerks rated in accordance with their ability to attain that standard. But whenever there is a question of personal efficiency in work other than that which can be mathematically marked the efficiency rating rests solely upon the personal opinion of the head of the division, and is of no value other than expressing that opinion.

The underlying cause which operates against promotion regulations based upon merit is the fact that there is no standard classification of clerical work. Promotion does not mean advance in grade of work, but simply an increase of salary; hence the difficulty of comparing the work of clerks for promotion. Throughout the departmental service we find that there are many instances of clerks doing exactly the same grade of work at \$1,600 or \$1,800 that they were doing when they entered the service at the lowest salary. Hence before there can be a uniform system of promotion upon merit there must be a reclassification based upon the character of the work done. Promotion would then be made from one grade to another; and the work of persons employed within a special grade could be fairly and justly compared. There should be subdivisions within the grades, these subdivisions to be based upon a difference in salary, so that there would be opportunity for rewarding an efficient clerk within his special grade, by gradual increase up to the highest salary within the grade.

The question of promotion examinations likewise rests upon the reclassification of work. In some divisions the work is now so classified that promotion examinations have been found very successful; as, for instance, the examining division of the Patent Office, where the work is of a purely technical character, and the examination shows accurately the ability of the clerk. But examination for promotion must be confined to subjects which do not test the executive or administrative qualifications required in the position for which the examination is taken. If such qualifications predominate, a competitive examination is useless, because those qualifications are developed by experience and are best known to the appointing or promoting officer. Under existing conditions each department must adopt such a system as will most nearly meet its special requirements. Wherever the character of the work can be classified, and promotions made from grade to grade, in such instances examinations should be held. Where the amount and quality of the work is susceptible of mathematical deter-

mination the daily record is a continuous examination, and the registers for promotion should be made from those records. In the larger departments a board of promotion such as exists in the Treasury Department provides the most effective means for a determination of the question of promotions and reductions under present conditions. The heads of the various divisions make their recommendations for promotion to the board. This board, upon an investigation of the facts, makes recommendations to the head of the department for final action; and in such cases as are feasible, a noncompetitive examination is required to test the fitness of the clerk for the promotion recommended.

The "rule of seniority" for promotions should not govern except in cases where all other qualifications are so equal that the appointing officer is unable to determine what clerk is entitled to promotion. Such instances are rare. A strict observance of the seniority rule must of necessity result in inefficiency and superannuation. It is to be remembered that reductions as well as promotions must be considered, and very often the rule of seniority prevents the reduction to a lower grade or salary of a clerk who is yearly or daily growing, by reason of age, more inefficient.

The practice of transferring clerks to places other than in the lowest grade is another factor in preventing the successful enforcement of promotion regulations. It is hoped that the recent regulations regarding transfers will prevent much of the injustice caused by the old system of transfers, made almost wholly for the personal benefit of the clerk or by reason of personal or political influence. The various departments should not, of course, be embarrassed by refusing to allow the necessary readjustment and transfer of clerks in a manner that will best promote the public service, and the rule should be sufficiently elastic to permit transfers which the good of the public service requires. The Commission strongly urges that Congress provide for the reclassification of the entire departmental service, and submits in the appendix a suggestion for such reclassification. Until such reclassification is made the Commission does not feel justified in promulgating and attempting to enforce any uniform system of promotion regulations, but urges that each department and bureau adopt, in cooperation with the Commission, a system of promotions, including examinations where feasible, which will best meet the conditions within that department or bureau. The development of the promotion system in the Railway Mail Service is a striking example of what can be accomplished when employees are properly classified in accordance with the character of the work done.

#### SUPERANNUATION.

It has been urged by opponents of the competitive system that that *system, by securing comparative permanency of tenure, tends to pro-*

mote superannuation in the public service. The Commission calls attention to the fact that the civil-service law itself provides for no permanency of tenure. Under it any employ  e can be dismissed at any time. The successor of such employee, however, is no longer appointed through personal or political favor, and thus the civil-service act has taken away the motive for making arbitrary removals. To this extent the act has promoted permanency, and a very much smaller proportion of persons are removed from the competitive classified service than from other parts of the service. In order to secure justice in making such removals it was further provided by Executive order that the appointing officer must give his reasons, with proper notice and an opportunity for answer, to the person proposed to be removed, and that removals should only be made for such reasons as would promote the efficiency of the service. It is evident that under this rule, rigidly enforced, no person ought to be retained in the public service whose dismissal is required in the interests of good administration. But it is also true that from humane considerations appointing officers will be reluctant to dismiss those who have become superannuated or otherwise incapacitated where hardship is entailed upon the person so removed, and especially in cases where the employee in question has served the Government faithfully for many years.

The age at which persons become superannuated varies greatly. Some men at 75 have more vigor than others at 50. Yet, as an average, 70 may be taken as the general age of the end of activity. In the United States Army 64 is the age of retirement, but the physical vigor needed for military service is greater than that required in civil life. In this connection it must be remembered that experience and a knowledge of the history of a department often make a man who is too old to enter new employment invaluable to that in which he has long served.

The extent of superannuation now in the public service is variously estimated. Two investigations made under authority of Congress, one in 1893 and one in 1900, would seem to show that the extent of this evil at the present time has been considerably exaggerated. In the eight Executive Departments at Washington, in 1893, there were 228 persons of 70 years of age and over out of 11,657, or almost exactly 2 per cent.<sup>a</sup> In 1900 there were 262 persons out of 10,967, or a little over 2 per cent, while the number of persons of 80 years of age and over had actually decreased during these seven years. An investigation conducted by the United States Civil Service Retirement Association in the spring of 1902 showed that there were only 312 persons over 70 years of age in the departments and Federal offices at Washington out of 15,866,<sup>b</sup> or 1.97 per cent. It would therefore appear that the actual

<sup>a</sup> The entire number then in the executive civil service at Washington, including independent offices, was 17,073, of which 288, or 1.7 per cent, were over 70 years of age.

<sup>b</sup> Exclusive of persons serving in unclassified positions.

amount of superannuation now in the public service as a whole is comparatively small, although in some special offices it is quite large, and it can not be questioned that in the future an increased number of persons who have survived their usefulness may be found in the public service.

Some of the remedies proposed for the evils of superannuation are:

- (a) Fixed terms of office.
- (b) Provision for the forced retirement of a certain percentage of employees each year.
- (c) Forced retirement at a certain age.
- (d) Removals made upon recurring examinations and daily records of efficiency.

And in connection with the foregoing:

- 1. A civil pension list.
- 2. A retirement fund made up by deductions from salaries.
- 3. A provision requiring endowment or deferred annuity insurance from all seeking admission to the civil service.

(a) The plan for fixed terms of office may have two interpretations. It may allow for reappointments at the end of the term, or dismissal may be final and absolute when the term is completed. If reappointments are allowed it is quite sure to be ineffectual, because the same reasons that prevent removal for old age and incapacity will induce reappointment. Under the four-year tenure law, if there is no political motive for removal, reappointment becomes a perfunctory affair; or if there be any choice, the incompetent employees, who usually have the stronger influence behind them, will in many cases secure reappointment in preference to those more deserving. If dismissals, on the other hand, are made final and absolute, it would work great injury to the service by depriving it of the experience gained in office and of the material needed for promotions, for at the very time an employee has shown his ability for promotion by the best possible test, that of experience in office, he must be forever put out of the service. Moreover, the best men can not be secured if the tenure is to be temporary. Such a measure, if applied to large business interests, would be considered absurd, and it would be certain to entail great disaster to the public service.

(b) Forced retirement of a certain percentage of employees each year, (c) forced retirement at a fixed age, and (d) forced retirement for inefficiency as shown by daily records or recurring examinations, while they would eliminate many of the evils of superannuation, would also occasion great hardships to those who have long been faithful servants of the Government, but who, not having had reason to expect such forced retirements, have made no provision for their own support. To prevent such hardships and to facilitate retirement occasioned by age or disability, three measures are available, (1) a civil

pension list, (2) a retirement fund made up by deductions from salaries, and (3) a provision requiring endowment or deferred annuity insurance from all seeking admission to the service.

(1) There are many well-grounded objections to a permanent civil pension system. Such a system has been adopted in England and in other European countries, but considerable abuses have followed it and the expense is very great. It is probable that if such a system were adopted it would be followed by a lobby seeking increases of pensions, and that it would become more and more onerous to the Government.

(2) A number of bills have been introduced in Congress providing for the payment of superannuation allowances by deductions from the salaries of those holding positions. Most of these bills, however, are not based upon an accurate computation of the deductions necessary to pay these superannuation allowances, it having been incorrectly assumed that deductions of 2 or 3 per cent will afford a sufficient sum for the payment of quite large annuities. At present it would take only about 2 per cent of the average salaries of those in the Departments at Washington to pay the full salaries of those over 70 years of age, and only  $1\frac{1}{2}$  per cent to pay 60 per cent of such average salaries; but those now in the service include only those who are able to do some work, while the retired list would also include those who are absolutely helpless. Besides this, an annuity at the end of service tends to increase the number of persons who will stay in for the sake of the annuity. The tables in the Appendix show that the charges upon such a fund are likely to increase very materially for many years to come. Moreover, in these bills those who are young are required to deduct the same percentage from their salaries as those who are much older, a provision which seems unjust in view of the fact that they could procure for themselves annuities of the same amount at a lower premium, for they are thus required to contribute to a superannuation fund of which others receive the benefit.

An association of Federal employees, known as the United States Civil Service Retirement Association, collected last spring the data for determining the deductions which would be required from the salaries of those now in the civil service for the purpose of paying annuities to the superannuated and disabled. Inquiries were made as to each person now in the Government service at Washington respecting his age, his length of service, and his salary. The results were tabulated and submitted to two well-known actuaries, who, taking the information received with other experience tables, gave as their conclusions the percentage of annual salaries which would be required to secure a superannuation annuity equal to one-sixtieth part for each year of service of their average salary ten years before retirement, the annuity to commence at 70 years of age, no annuity to be greater than two

thirds of such average salary nor less than 25 per cent thereof. Other tables show the deductions required where the superannuation allowance also covers cases of incapacity, and many other useful data are given. These reports are set forth in full in the Appendix.

It must not be forgotten that the system of providing a superannuation fund by deductions from salaries was tried in England in 1829, and that it failed. The deductions were  $2\frac{1}{2}$  per cent on all salaries not exceeding \$500, and 5 per cent on all others. This deduction, considering the high rates of interest at that time, and considering the early age of entering the service, might have sufficed but for the large number of persons over 60 years of age who became entitled to share in the fund, and also the fact that the deductions were based upon a maximum of retiring salaries; and there were some other unexpected charges upon this fund. In 1857 the fund had amounted to over \$5,000,000, but the chief charges upon it had not fully matured, and it became evident that it would soon be inadequate, so it was turned into the general exchequer, and regular pensions at the same rates were assumed by the Government. To prevent the recurrence of similar failure in any legislation by Congress it ought to be reasonably certain that the deductions from salaries will be adequate to pay the annuities provided for.

(3) The method of requiring annuity insurance, payable at a certain age, or upon disability occurring prior thereto, from all those who enter the service hereafter, has many advantages over any other system of providing a fund for superannuation. By this plan the Government is relieved from the responsibility and from the importunities and lobbying which are likely to follow any system conducted directly by Government agency. This system would also, by a law of natural selection, encourage the appointment of such clerks and employees as are physically best qualified for their work and least likely soon to become disabled or superannuated, since such persons would have an advantage in the matter of premiums. The Government might, however, profitably intervene to secure the payment of the premiums by deductions from salaries, and on the other hand to secure the payment of the annuities by requiring from the insurance companies the deposit of suitable securities, to be approved by the proper officers. The average cost of such annuities would not be very great. For example, a deferred annuity of \$1,000, payable after 70 years of age, on male lives beginning at 28 (the average age of entrance into the classified service through examination), would require payments of about \$45 a year. To these pure deferred annuities should be added insurance against disability, and also (at the option of the employee) a life insurance, through the payment of additional rates. Such a plan, in its general features, was adopted in the British province of Victoria by the act of 1890, which required that such insurance should be

effected during the term of probation as a prerequisite for final appointment. The policies were made nonassignable. In this country it might be well also to have them deposited with the Government. Another precedent is found in the German compulsory old-age insurance, adopted in 1881, for the lower grades of the civil service.

The salaries paid by the Government in the lower grades of the service are generally higher than those paid by private employers, so that it is not believed that the requirement of insurance would entail any unreasonable hardship on employees.

So far as those who enter the service hereafter are concerned, it is believed that such a plan would furnish an excellent solution of the problems of superannuation and disability.

It would therefore seem wise if Congress were to provide that the further admission of persons into the classified service should be based upon the condition that the persons so admitted shall provide against their own superannuation or other disability by adequate annuity insurance, the premiums to be deducted from their salaries, and that superannuation and disability annuities for those now in the service should also be provided for, to be secured, so far as practicable, by similar deductions from salaries. To accomplish these purposes it would seem a wise provision that a committee of experts should be selected, either by detail from the public service or otherwise, to aid the President in preparing suitable rules for accomplishing the above results. The Commission would be glad to cooperate in any measures which may be devised for this purpose.

#### LOCAL GOVERNMENT OF THE DISTRICT OF COLUMBIA.

The merit system of competitive examinations has proved so successful that it has been extended from time to time by the different Presidents to cover most of the positions to which it can now be appropriately applied. The system has also been adopted in several States and cities, where it has been found to conduce to efficiency and economy. In their last annual report the Commissioners of the District of Columbia said:

The increased experience of the Commissioners adds weight to their frequent recommendations in favor of the application of a civil-service system to all employees of the District government. The pressure for employment and patronage grows stronger with the progress of time and the increase in the number of employees necessary to discharge the municipal duties, and presents embarrassments from which the authorities and the interests they represent can only be protected by rigid provisions of law on the subject. These must be furnished by Congress, since the Attorneys-General have held that the President can not extend the civil-service rules to the District.

The Commission urges the adoption of a law making provision for the same system of examinations for the local government of the District of Columbia which has proved so successful in other cities.



## THE CONSULAR SERVICE.

Our consular service has attained to-day an importance far beyond that which it had in any previous period of our history. So long as our exports were confined to a few agricultural products, and we sold our manufactured goods mostly at home, the foreign consul was a man of comparatively little importance. But we have entered upon a new phase of our national career. We have become the foremost productive nation in the world. All other countries, even those of Europe, are full of undeveloped possibilities, and enormous industrial changes are going on, furnishing opportunities for the indefinite extension of our commerce. This is the time for America to seize these opportunities and to use its special genius for organization and invention in extending its industrial preeminence. A great deal has been done already with very imperfect governmental machinery and more highly developed individual initiative. Americans have been seeking the countries of Europe as well as more undeveloped regions, not merely to sell their finished products, but also to measure the possibilities for new investments in American enterprises. But the question remains how far and how long we are to excel the energy and enterprise of other nations. We have many advantages, but we must know how to improve them. In spite of the high price of labor in America, its efficiency is so great that the labor cost of nearly all our products is far less than elsewhere. But others will soon be imitating us and adopting our methods. Moreover, there is the possibility, not only of efforts on the part of single governments to shut out our products, but also of a tariff union against us. To maintain and increase our industrial preeminence we ought to have by far the best consular service in the world. We should have the quickest and most reliable information as to our opportunities, as well as business representatives who are able to improve them. This can only be done by a consular service which is uniformly instructed and alert.

Under our present system of patronage appointments there is little security that the men appointed are qualified for their duties. In some places, notably in important positions in Great Britain, Germany, and other European countries, we have been fortunate enough to secure men not only of the highest natural capacity, but admirably equipped, and their consular reports have been a credit to the service and of immense value to our commerce. But in other positions, especially the smaller ones, the political removals and appointments which had been repeated every four years up to the time of the present administration, have made the term of the consul's service so short that, with the meager pay allowed, first-class men can not be secured. Very few of our consuls, either in South America or in the Orient, are acquainted with the language in which they are required to trans-

act much of their business. In non-Christian countries, where consuls are charged with civil and criminal jurisdiction, and may not only try civil causes between Americans and foreigners but may sentence our citizens to fine, imprisonment, and even death, American consuls are not lawyers. Yet it is in many of the more remote and smaller places that the best opportunities exist for extending American commerce and furnishing facilities for American investments.

Appointments to these places are often made for political reasons, and often on account of the needs rather than the qualifications of the men selected, but as the Committee on Foreign Relations states in its report of 1896, "To consider the offices merely as sources from which these partisan officeholders may derive four years of maintenance is as absurd as it would be to construct a navy to defend the country and to intrust its command to landsmen without experience for whom we might desire to provide a living and comfortable quarters."

It is evident that a consular service thus selected is necessarily imperfect. Whatever excellence there is in it depends, not upon any deliberate scheme or purpose to get a good service, but upon the general adaptability of American character, upon our ability to do pretty well the things for which we are not trained at all.

Efforts have been made at different times to prescribe examinations in order to keep out the incompetent. In 1866 Secretary Seward provided for such examinations, and one was actually held, but no more. In 1872 other examinations were provided. These, too, soon fell into disuse. Again, in 1895, provision was made for examinations embracing general education, business training and experience, and requiring a knowledge of languages of the country to which the consul was to be sent, of the exequatur, of the powers and duties of consuls, of treaties, of consular regulations, and of other subjects. An examination board was organized, and while at first the rules were strictly observed, and nearly 50 per cent of the men nominated were excluded, yet afterwards the examinations became merely perfunctory, and scarcely any of the men selected were rejected. The tendency of mere pass examinations is to become more and more a matter of form, and there is no security that such examinations will long be effective where there is strong political or personal pressure behind the candidates.

The duties of consuls are many and various. They must inspect the manifests of vessels to see that they conform to the tariff law; they verify invoices of goods exported to the United States, and to prevent frauds they ought to know the values of the different kinds of merchandise. In the performance of this duty an intelligent, skillful, alert, and conscientious man is of immense advantage to the Government. In 1889 many hundred thousand dollars in duties were saved to the Government by the efficient action of our consul at St.

Gall. The enforcement of our tariff, both for revenue and protective purposes, depends very largely upon the skill, fidelity, and energy of these officers. Consuls investigate shipwrecks and save property from wrecked vessels; they are given police jurisdiction over commercial vessels and over disputes between seamen and captains; they have power to arrest deserters and send back shipwrecked sailors; they take charge of the effects of those who die, and administer estates, and in many non-Christian countries, as we have already seen, they are charged with civil and criminal jurisdiction. In war their duties are delicate and exacting, and they must protect the interests of the United States and its citizens against arbitrary acts. In addition to their administrative duties in the places to which they are accredited, they make reports on fifty or more different classes of subjects required by the State Department covering the agricultural, commercial, and industrial interests of the country to which they are sent. These reports include questions regarding the tariff, currency, finance, public laws, taxation, and many others.

To be an efficient consul a man must have a wide range of knowledge, an inquiring mind, an eagerness for information pertaining to his calling. The man who has procured this information here at home will be the man most likely to get it for us abroad. The best way of testing a man's ability to get information is to find out whether he has got it, that is, to examine him. From the repeated failure of past examinations it is evident that examinations for this purpose ought to be competitive and open to all, so that political and personal influence may be eliminated. If political influence can once be removed and the temptation to make "a clean sweep" at the beginning of a new Administration can be eliminated, it is evident that the consuls who do their duty will have some security of tenure and the opportunity to rise by promotion from the lower grades to the higher, as elsewhere in the competitive classified service. Good men can be secured even for the smaller places when faithful service in those places becomes the appropriate portal for entrance to higher positions. The service will then be more uniformly filled by men of intelligence, while the further qualifications of integrity, fidelity, and energy will be enhanced by the prospect of promotion for good service. It is to the competitive system, which has so greatly improved the other parts of the service, that we must look for the permanent betterment of the consular branch.

The consular service has been almost totally overlooked in legislation. This neglect was natural enough when it was unimportant, but it is inexcusable to-day, when the character of that service is of such vital moment to our industrial prosperity.

We therefore urge upon the President the supreme importance of earnestly recommending to Congress the enactment of a law furnish-

ing facilities for determining the comparative qualifications of applicants for the consular service by means of open, competitive, nonpartisan examinations.

We have the honor to be your obedient servants,

JOHN R. PROCTER,

W. D. FOULKE,

JAMES RUDOLPH GARFIELD,

*Commissioners.*

The PRESIDENT.



## ANNUAL REPORT OF THE CHIEF EXAMINER.

NOVEMBER 3, 1902.

### *The Commission:*

The report of the chief examiner for the year ended June 30, 1902, is respectfully submitted.

Attention is invited to the following tables, showing, for the classified service, the number of persons examined, passed, and appointed, promoted, or transferred, as the result of such examination during the past year, with like information for the preceding year, the increase in this part of the Commission's work being thus clearly exhibited.

### (A) ORIGINAL ENTRANCE.

Branch of service.	Year.	Examined.	Passed.	Appointed.
Departmental.....	1902	21,243	15,021	5,828
	1901	21,028	15,779	5,025
Post-Office.....	1902	30,597	18,851	6,321
	1901	20,894	12,744	4,288
Customs.....	1902	5,527	4,433	274
	1901	3,032	2,488	335
Internal Revenue.....	1902	1,055	614	250
	1901	449	252	87
Government Printing.....	1902	896	774	221
	1901	1,709	1,554	172
Total.....	1902	59,318	39,698	12,894
	1901	47,112	32,817	9,907

### (B) PROMOTION.

Branch of service.	Year.	Examined.	Passed.	Promoted.
Departmental.....	1902	354	174	148
	1901	321	158	66
Post-Office.....	1902	5	5	5
	1901	2	2	2
Customs.....	1902	645	468	128
	1901	383	360	184
Internal Revenue.....	1902	0	0	0
	1901	0	0	0
Government Printing.....	1902	0	0	0
	1901	0	0	0
Total.....	1902	1,004	647	281
	1901	706	520	252

## (C) TRANSFER.

Branch of service.	Year.	Examined.	Passed.	Transferred.
Departmental.....	1902	224	161	115
	1901	252	178	121
Post-Office.....	1902	3	2	2
	1901	5	8	8
Customs.....	1902	7	5	5
	1901	18	8	8
Internal Revenue.....	1902	2	1	1
	1901	0	0	0
Government Printing.....	1902	0	0	0
	1901	0	0	0
Total.....	1902	236	169	123
	1901	275	184	132

## (D) TOTAL FOR ENTIRE CLASSIFIED SERVICE.

Year.	Examined.	Passed.	Appointed, promoted, or transferred.
1902.....	60,558	40,509	13,298
1901.....	48,093	33,521	10,291

In addition to the 60,558 persons examined for the classified service, 1,174 persons were examined at the request of the Philippine civil-service board, of whom 480 passed and 694 failed, and 185 persons were examined at the request of the Commissioners of the District of Columbia, of whom 50 passed and 135 failed. This makes a grand total of 61,917 persons who were examined and whose papers were rated under the supervision of the chief examiner. At the request of the Secretary of the Navy facilities were provided for the examination of 112 persons for appointment to the Naval Academy, whose unrated papers were forwarded to the Superintendent of the Academy at Annapolis at the conclusion of their examinations.

A comparison of the number examined for original entrance to each of the different branches of the classified service during the past two years shows increases for this report year as follows: Departmental, 215; customs, 2,495; internal revenue, 606; post-office, 9,703, while for the Government printing branch there was a decrease of 813.

The increase for the customs service is explained by the fact that general examinations were held at all of the customs ports during the past year, while during 1901, owing to a change in the time of year for holding such examinations, no general examination was held for this service except at the port of New York. The large increase shown for the Post-Office Service was principally caused by the extension of the classification to include the Rural Free-Delivery Service, for which 6,101 persons were examined, and by examinations held for the first time at 61 additional post-offices, for which 1,481 persons were examined. During no other year in the history of the Commission have examinations been held for the first time at so many post-offices, because of natural growth of the service. In addition to the foregoing, every possible means was employed by way of extra announcements to give added publicity to the 1,705 special examinations held for the Post-Office Service and the Commission's local representatives were urged to unusual exertions in the effort to secure an adequate supply of eligibles for the different classified offices.

## APPLICATIONS AND ARRANGEMENTS FOR EXAMINATIONS.

During the year the application division prepared and distributed announcements for 1,742 different examinations specially held to secure eligibles to meet the urgent needs of the classified service, for which 25,160 applications were received, recorded,

examined, and approved or rejected. This division also prepared and distributed information for 380 different examinations to replenish the Commission's permanent registers of eligibles, for which 33,532 applications were received and disposed of in like manner. During the same period 11,850 applications for registration positions were received and similarly disposed of by the Commission's local representatives, as follows: Engineer Department at large, 2,108; Government Hospital for the Insane, 313; Light-House Service, 1,004; Marine-Hospital Service, 400; Mint and Assay Service, 501; Ordnance Department at large, 1,175; Rural Free-Delivery Service, 6,101; Secret Service, 248. This gives a total of 70,542 applications for examination for original appointment to the classified service which were received and disposed of during the year by the application division and its local representatives. This division also arranged for the noncompetitive examination of 470 persons for promotion or transfer, 4 persons for appointment to excepted positions in the Customs Service, and 5 persons for appointment to excepted positions in the Mint and Assay Service.

The division distributed to persons desiring information concerning examinations 100,000 copies of the general manual of examinations, 120,000 copies of "Instructions to Applicants" for the Post-Office and Customs services, and 165,000 copies of announcements of examinations held specially, accompanied by the appropriate application forms. Local boards of examiners were organized for 59 newly classified post-offices, given such instructions as the circumstances permitted, and supplied with the necessary equipment. During the year arrangements were made for carrying forward the work connected with the Custodian Service which enabled the Commission to discontinue the local boards of examiners specially designated for that service. On June 30, 1902, the total number of local boards of examiners was 1,128, with a total membership of 3,723. Of these boards 38 are joint or consolidated, the membership of each being composed of employees of the different branches of the service represented in the city where the board is located.

The long-continued effort to establish a civil-service district similar to the Boston district, with headquarters at San Francisco, Cal., in immediate charge of a consolidated board of examiners, has finally been successful. The board is now being furnished with the necessary equipment and instructions to proceed with its work, and the final steps are being taken to consummate the complete organization of the district. In view of the experience with the Boston district it is expected that the new district will be of substantial aid to both the local public officials and the Commission in the administration of the civil-service system and will provide the public in that section of the country with better facilities for competing in the Commission's examinations.

The average number of persons employed in the application division for the entire year was 16. The number of different persons employed in this division during the year was 25, of whom 9 were employees of the Commission and 16 were serving on detail.

### EXAMINATIONS.

The examining division was called upon to prepare the tests for 547 different kinds of examinations which were held during the year. In 235 of these examinations the educational, professional, scientific, or technical qualifications of the competitors were demonstrated by written replies to specific questions on required subjects, while for 312 different examinations the ability of the competitors for various mechanical trades and skilled occupations was established by affidavits and certificates of employers or fellow-workmen. The written examinations required the preparation of 438 sets of examination questions on different subjects, which necessitated the preparation of 1,851 separate sheets of tests. In providing for the 61,917 persons whose qualifications were investigated by the Commission more than 250,000 sheets of examination questions were required.

In addition to those used at Washington there were 5,289 shipments to other



places, where examinations were being conducted by personal representatives of the Commission or by members of the local examining boards. Requisitions from the different departments required the preparation of 89 different examinations, which contained combinations of qualifications never previously tested by the Commission. A list of these new examinations will be found in the appendix as well as a list of the 21 examinations in which changes have been made during the year. The examination papers of 49,247 persons were rated by the examiners at Washington, while 11,850 sets of papers were rated by members of the Commission's local boards of examiners, including the central board of examiners for the Rural Free-Delivery Service, located at Washington, D. C.

The examiners in this division, with the aid for limited periods of 79 specialists from other parts of the Government service, prepared suitable tests and determined the value of the answers submitted by competitors in all of the higher examinations. The board of appeals, which considers and determines the claims of all competitors not satisfied with the ratings they have received, disposed of 367 cases during the year, in nearly all of which it was found that no change could be made in the ratings originally given. Notwithstanding the large increase in the number of persons examined, it is a source of gratification that only 39 cases of attempted collusion or fraud in examinations occurred during the year. The average number of persons employed during the year was 35, of whom 23 were employees of the Commission and 12 were serving on detail from other offices. There were 60 different persons employed in this division during the year, of whom 29 were employees of the Commission and 31 were serving on detail from other parts of the service.

#### SPECIAL OR TECHNICAL EXAMINATIONS.

In order that the great complexity of the work of this division may be clearly understood attention is particularly invited to the large number of examinations which include subjects of a special, professional, scientific, or technical character. During the year 208 examinations of this kind were held for the service, the ability of the competitors being determined by specific question and answer. The total number of persons taking examinations of this description for the classified service was 8,257. As it is the policy of the Government to appoint to positions in the Philippine Service so far as possible natives or American residents of the islands, the 35 kinds of examinations held in the United States on request of the Philippine civil-service board have all been to secure eligibles having qualifications of so high an order as not to be obtainable there. The number of competitors in these examinations was 1,174, of whom 128 were appointed.

This class of examinations embraced 307 separate branches of professional or scientific knowledge. The wonderful diversity of this part of the Commission's work is forcibly demonstrated by a table in the appendix showing the different subjects comprised in the Commission's written examinations. Well nigh every field of professional or scientific inquiry and research is represented in this list.

#### APPOINTMENTS THROUGH EXAMINATION.

The number of persons appointed from the 208 examinations of a professional, scientific, or technical character, just referred to, was, for the classified service, 1,661, and for the Philippine Service 128. Many of the persons so appointed demonstrated in their examinations extraordinary ability in their chosen fields of knowledge. Among these were physicians, surgeons, pharmacists, pharmacologists, botanists, physicists, chemists, bacteriologists, animal and plant pathologists; civil, mechanical, and electrical engineers; geologists, linguists, architects, artists, dairy experts, entomologists, mathematicians, horticulturists, zoologists, ethnologists, accountants; mechanical, electrical, architectural, topographic, ship, heating and ventilating, and hydrographic draftsmen; machine designers, assayers, mechanics, forestry experts, *irrigation engineers*, *copperplate* and lithographic engravers, examiners of merchan-

dise, fish culturists, food microscopists, librarians; kindergarten, manual training, and general teachers; veterinarians, nautical experts, Bertillon identification experts, superintendents of construction, meteorologists, etc.

There were 13 different examinations given including only scholastic subjects below the high-school grade, with an exercise in address reading for the post-office competitors, for which 35,683 were examined, of whom 5,609 were appointed. Of these, 4,770 became employees of local post-offices and 259 of the local custom-houses. From the third-grade departmental examination, 302 were appointed, including messengers, watchmen, skilled helpers and laborers, and messenger boys; from the departmental clerk examination, 221; from the tagger examination, 50, and 7 from the clerk examination for the Mint and Assay Service. Examinations of 11 kinds, including scholastic subjects below the high-school grade and some special line of experience, were taken by 1,015 persons, of whom 214 were appointed, as follows: Schedule D, Mint and Assay Service, 72; bookbinder, 48; press feeder, 31; apprentice, 26; pressman, 18; excepted positions, Custom-House Service, 6; elevator conductor, 6; electrotype molder, 3; Schedule B, Subtreasury Service, 2; paper counter, 1; stereotyper, 1.

In the two examinations combining simple scholastic tests, in the case of printer's assistant with physical ability, and in the case of rural letter carriers with the ability to provide a substitute and necessary equipment, and with a consideration of personal characteristics, 7,489 persons were examined, of whom 1,945 were appointed. Of these, 388 were appointed as printers' assistants and 1,557 as rural letter carriers. From the examination for railway mail clerk, which includes tests in scholastic subjects below the high-school grade, an exercise in address reading, and special questions on mail transportation lines, 1,016 persons were appointed. The registration examinations, which include a consideration of physical ability and length and quality of experience, were taken by 7,737 persons, of whom 2,853 were appointed. The above statement is given for the purpose of showing to what extent the examinations for the classified service demand something beyond elementary scholastic ability in order for competitors to become eligible for appointment. The following table shows the number of original appointments of males and females in each branch of the service:

	Male.	Female.
Departmental.....	5, 055	773
Government Printing.....	185	36
Custom-House.....	266	8
Internal Revenue.....	249	1
Post-Office.....	6, 156	166
Total.....	11, 911	983

For further information as to the appointments of males and females, attention is invited to Table No. 7 in the appendix to the report of the Commission.

#### EXCESS OF ELIGIBLES.

It will be seen that the supply of eligibles for original appointment from the following examinations was largely in excess of the number appointed:

Examination.	Passed.	Appointed.
Apprentice.....	148	26
Clerk.....	2, 580	95
Compositor.....	523	115
Messenger.....	422	49
Messenger boy.....	689	95
Tagger.....	367	50
Watchman.....	316	38

In addition to the above, 22 persons who qualified for both messenger and watchman were appointed. The principal excess of eligibles for the Customs Service was at Boston, Chicago, New York, Philadelphia, and San Francisco. For this entire service the excess was: First grade, passed, 1,315; appointed, 115. Second grade, passed, 1,470; appointed, 47. Third grade, passed, 1,539; appointed, 72.

The principal excess in the supply of eligibles for the Post-Office Service was at the following offices, where the excess of eligibles was several times more than the number of appointments made: Baltimore, Boston, Brooklyn, Buffalo, Cincinnati, Chicago, Cleveland, Columbus, Detroit, Fall River, Indianapolis, Minneapolis, New York, Omaha, Peoria, Providence, Reading, Rochester, St. Joseph, St. Paul, Savannah, Seattle, Toledo, Washington, and Worcester.

#### INSUFFICIENT ELIGIBLES.

The following examinations were held two or more times during the year in order to secure a sufficient supply of eligibles to meet the current demands of the service: Aid, Coast and Geodetic Survey; assistant computer, Nautical Almanac Office; assistant examiner of patents, assistant topographer, cataloguer, civil and electrical engineer, copperplate engraver, copyist topographic draftsman; draftsman, mechanical; draftsman, marine engines and boilers; electrical engineer and draftsman, electrotype finisher, electrotype molder, geometrical-lathe operator, industrial teacher, male and female; inspector of boilers, inspector of hulls, junior architectural draftsman, meat inspector, mechanical and electrical engineer, press feeder, physician, stenographer and typewriter, stereotyper, teacher, topographic draftsman, and trained nurse.

The above information and that contained in Table 7 of the appendix to the Commission's report, which shows the number of persons examined, passed, and appointed from the different kinds of examinations during the past year, should be of especial interest to all persons desiring to obtain appointments in the classified service.

#### ALASKA, HAWAII, AND PORTO RICO.

During the past year the Commission has held competitive examinations in every State and Territory, except Alaska, and arrangements have been made through the organization of local examination machinery to continue to so hold all the general examinations in future. Some six or seven years ago the Commission endeavored to extend the opportunity for competing in its examinations to United States citizens residing in Alaska. After several attempts to have its examination work properly transacted there it was obliged to be abandoned. However, with the large increase of American residents since then, it is expected that before long another effort may be successfully made to accomplish this end. Facilities have been furnished to residents of Hawaii to compete in the Commission's general and local examinations in Honolulu and Hilo. Residents of Porto Rico were given an opportunity of taking the Commission's general and local examinations at Ponce, San Juan, and Mayaguez during the past year at the time Dr. George W. Leadley, Chief of the Service Record Division, visited the islands for the purpose of organizing the classified service there. Hereafter they may take the general and local examinations at Ponce and San Juan. The purely local and scholastic examinations below the high-school grade were offered to residents of Porto Rico in both English and Spanish and will continue to be given hereafter in each of these languages.

#### THE PHILIPPINE SERVICE.

The chief examiner's office has devoted considerable time to the performance of the duties imposed upon the Commission in connection with the securing of prop-

erly qualified residents of the United States for service under the Philippine Commission. In response to the requests of the Philippine civil service board, 73 persons have been transferred from the classified service here to that service, 11 persons have been appointed from the Commission's eligible registers, and 117 persons have been appointed as a result of the 35 different examinations held specially for the Philippine civil service board, which were taken by 1,174 persons.

These examinations included tests of fitness for admeasurer, assistant anthropologist, auditing clerk, bookkeeper, agricultural chemist, analytical chemist, physical chemist, physiological chemist, compositor qualified as stenographer and typewriter, department assistant, disbursing clerk, architectural draftsman, electrotyper, expert in plant culture and plant breeding, fire chief, forester and inspector, forestry inspector, inspector of boilers, junior translator, librarian, manager of government farms and experiment stations, medical inspector and physician, pharmacologist, photo-engraver, plant pathologist, pressman, stenographer, typewriter and translator. Thus far an ample supply of properly qualified eligibles has been obtained from among natives and American residents of the islands for appointment to all of the positions requiring only ordinary scholastic ability. As wide interest has been aroused in the examinations held for the Philippine Service, a large amount of correspondence has been conducted in connection with the duties performed for that service.

As it is exceedingly important that only persons reasonably sound physically, and of good moral character, should be transported at Government expense from the United States for employment in that service, the work connected with each appointment is very considerably increased over that for appointments in the classified service at home. In view of the urgent needs of the Philippine Service, all of the work connected with it has been made special and disposed of as rapidly as possible.

#### NECESSARY FACILITIES LACKING.

The chief examiner is again obliged to call attention to the continually increasing demands upon his office. From the information contained in this report it will be seen that this increase over the preceding year has been more than 25 per cent, while it has been impossible to secure a corresponding increase in suitably qualified assistants by detail from other departments.

As most of the work to be performed is of such a character that only experienced assistants can be employed upon it with advantage, a more expensive method would be difficult to devise for transacting this part of the Commission's business, because of the frequent changes in the personnel of the detail force, the varied character of their qualifications, and the necessity for members of the Commission's force to be taken off their regular duty for the purpose of giving instructions to the new and inexperienced details.

In connection with the holding of the special post-office examinations in May and June, for which a deficiency appropriation of \$1,000 for traveling expenses was granted, personal representatives of the Commission were able to visit 47 of the local examining boards, most of which had seen no one from the Commission's office since their organization.

The result of his experience compels the chief examiner to endeavor to urge more strongly than before the granting of an additional \$3,000 for traveling expenses connected with examinations, investigations, etc., making the total appropriation for this purpose \$10,000, instead of \$7,000, as it has been for a number of years past. This increase would provide for the systematic inspection and instruction within the next two or three years of nearly all of the local boards of examiners, by many of which the Commission's work is often performed in anything but a satisfactory manner, owing to the lack of proper information. It is believed that if facilities were furnished for giving the local boards the instruction and information which they

badly need, the result would be extremely valuable to the public and the Government officials outside of Washington, as well as to the Commission.

If the Commission were supplied with a small but well-selected library which the examiners could consult freely and conveniently in connection with the preparation of examination questions, and the rating of papers of competitors, it is believed that the value of their services in the work committed to them would be increased by from 10 to 15 per cent. This estimate is based upon the benefit secured through a small number of books supplied by the Philippine government during the past year to aid in the examination work for the Philippine civil-service board. The chief examiner therefore repeats his request for an appropriation of \$1,000 to obtain the nucleus of a working library for the Commission. While Government reports are freely supplied to the Commission, all periodicals and books of reference are absolutely denied by act of Congress of March 15, 1898, as construed by the Comptroller of the Treasury.

In conclusion the chief examiner desires to express his appreciation of the conscientious and faithful service given to the Commission by that part of its own force and by the details from other departments assigned to his office. It should be added that the work of nearly all of the local boards has been as satisfactory as the limited facilities enjoyed by them would permit. Through the medium of printed circulars, which have been judiciously distributed by its local boards, the Commission has been able to obtain much wider publicity than formerly for its announcements of examinations held specially because of lack of eligibles. While this has added considerably to the work imposed upon them, the secretaries of the local boards have very willingly performed all of this additional labor.

Very respectfully,

A. R. SERVEN,  
*Chief Examiner.*

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## APPENDIX.

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## CIVIL-SERVICE ACT.

AN ACT to regulate and improve the civil service of the United States.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the President is authorized to appoint, by and with the advice and consent of the Senate, three persons, not more than two of whom shall be adherents of the same party, as Civil Service Commissioners, and said three Commissioners shall constitute the United States Civil Service Commission. Said Commissioners shall hold no other official place under the United States.

**Appointment of Commissioners.**

The President may remove any Commissioner; and any vacancy in the position of Commissioner shall be so filled by the President, by and with the advice and consent of the Senate, as to conform to said conditions for the first selection of Commissioners.

**Removal of Commissioners.**

The Commissioners shall each receive a salary of three thousand five hundred dollars a year. And each of said Commissioners shall be paid his necessary traveling expenses incurred in the discharge of his duty as a Commissioner.

**Salaries and travelling expenses.**

SEC. 2. That it shall be the duty of said Commissioners:

**Duties of Commissioners. Rules.**

*First.* To aid the President, as he may request, in preparing suitable rules for carrying this act into effect, and when said rules shall have been promulgated it shall be the duty of all officers of the United States in the departments and offices to which any such rules may relate to aid, in all proper ways, in carrying said rules, and any modifications thereof, into effect.

*Second.* And, among other things, said rules shall provide and declare, as nearly as the conditions of good administration will warrant, as follows:

First, for open, competitive examinations for testing the fitness of applicants for the public service now classified or to be classified hereunder. Such examinations shall be practical in their character, and so far as may be shall relate to those matters which will fairly test the relative capacity and fitness of the persons examined to discharge the duties of the service into which they seek to be appointed.

**Competitive examinations.**

Second, that all the offices, places, and employments so arranged or to be arranged in classes shall be filled by selections according to grade from among those graded highest as the results of such competitive examinations.

**Vacancies, how filled.**

Third, appointments to the public service aforesaid in the departments at Washington shall be apportioned among the several States and Territories and the District of Columbia upon the basis of population as ascertained at the last preceding census. Every application for an examination shall contain, among other things, a statement,

**Apportionment.**

**Applications for examination.**



under oath, setting forth his or her actual bona fide residence at the time of making the application, as well as how long he or she has been a resident of such place.

**Probation.** Fourth, that there shall be a period of probation before any absolute appointment or employment aforesaid.

**Political contributions and service.** Fifth, that no person in the public service is for that reason under any obligations to contribute to any political fund, or to render any political service, and that he will not be removed or otherwise prejudiced for refusing to do so.

**Coercion.** Sixth, that no person in said service has any right to use his official authority or influence to coerce the political action of any person or body.

**Noncompetitive examinations.** Seventh, there shall be noncompetitive examinations in all proper cases before the Commission, when competent persons do not compete, after notice has been given of the existence of the vacancy, under such rules as may be prescribed by the Commissioners as to the manner of giving notice.

**Notice of changes in service.** Eighth, that notice shall be given in writing by the appointing power to said Commission of the persons selected for appointment or employment from among those who have been examined, of the place of residence of such persons, of the rejection of any such persons after probation, of transfers, resignations, and removals, and of the date thereof, and a record of the same shall be kept by said Commission.

**Exceptions to rules.** And any necessary exceptions from said eight fundamental provisions of the rules shall be set forth in connection with such rules, and the reasons therefor shall be stated in the annual reports of the Commission.

**Regulations for examinations.** *Third.* Said Commission shall, subject to the rules that may be made by the President, make regulations for, and have control of, such examinations, and, through its members or the examiners, it shall

**Minutes of proceedings.** supervise and preserve the records of the same; and said Commission shall keep minutes of its own proceedings.

**Investigations.** *Fourth.* Said Commission may make investigations concerning the facts, and may report upon all matters touching the enforcement and effects of said rules and regulations, and concerning the action of any examiner or board of examiners hereinafter provided for, and its own subordinates, and those in the public service, in respect to the execution of this act.

**Annual report.** *Fifth.* Said Commission shall make an annual report to the President for transmission to Congress, showing its own action, the rules and regulations and the exceptions thereto in force, the practical effects thereof, and any suggestions it may approve for the more effectual accomplishment of the purposes of this act.

**Chief examiner.** *Sec. 3.* That said Commission is authorized to employ a chief examiner, a part of whose duty it shall be, under its direction, to act with the examining boards, so far as practicable, whether at Washington or elsewhere, and to secure accuracy, uniformity, and justice in all their proceedings, which shall be at all times open to him. The chief examiner shall be entitled to receive a salary at the rate of three thousand dollars a year, and he shall be paid his necessary traveling expenses incurred in the discharge of his duty. The Commission shall have a secretary, to be appointed by the President, who shall receive a salary of one thousand six hundred dollars per annum. It

**Secretary.**

may, when necessary, employ a stenographer and a messenger, who shall be paid, when employed, the former at the rate of one thousand six hundred dollars a year, and the latter at the rate of six hundred dollars a year. The Commission shall, at Washington, and in one or more places in each State and Territory where examinations are to take place, designate and select a suitable number of persons, not less than three, in the official service of the United States, residing in said State or Territory, after consulting the head of the department or office in which such persons serve, to be members of boards of examiners, and may at any time substitute any other person in said service living in such State or Territory in the place of anyone so selected. Such boards of examiners shall be so located as to make it reasonably convenient and inexpensive for applicants to attend before them; and where there are persons to be examined in any State or Territory, examinations shall be held therein at least twice in each year. It shall be the duty of the collector, postmaster, and other officers of the United States, at any place outside of the District of Columbia where examinations are directed by the President or by said board to be held, to allow the reasonable use of the public buildings for holding such examinations, and in all proper ways to facilitate the same.

Stenographer and messenger.

Boards of examiners.

Duties of public officers.

SEC. 4. That it shall be the duty of the Secretary of the Interior to cause suitable and convenient rooms and accommodations to be assigned or provided, and to be furnished, heated, and lighted, at the city of Washington, for carrying on the work of said Commission and said examinations, and to cause the necessary stationery and other articles to be supplied and the necessary printing to be done for said Commission.

Accommodations, etc., for Commission.

SEC. 5. That any said Commissioner, examiner, copyist, or messenger, or any person in the public service, who shall willfully and corruptly, by himself or in cooperation with one or more other persons, defeat, deceive, or obstruct any person in respect of his or her right of examination according to any such rules or regulations, or who shall willfully, corruptly, and falsely mark, grade, estimate, or report upon the examination or proper standing of any person examined hereunder, or aid in so doing, or who shall willfully and corruptly make any false representations concerning the same or concerning the person examined, or who shall willfully and corruptly furnish to any person any special or secret information for the purpose of either improving or injuring the prospects or chances of any person so examined, or to be examined, being appointed, employed, or promoted, shall for each such offense be deemed guilty of a misdemeanor, and upon conviction thereof, shall be punished by a fine of not less than one hundred dollars, nor more than one thousand dollars, or by imprisonment not less than ten days, nor more than one year, or by both such fine and imprisonment.

Frauds.

SEC. 6. That within sixty days after the passage of this act it shall be the duty of the Secretary of the Treasury, in as near conformity as may be to the classification of certain clerks now existing under the one hundred and sixty-third section of the Revised Statutes, to arrange in classes the several clerks and persons employed by the collector, naval officer, surveyor, and appraisers, or either of them, or being in the public service, at their respective offices in each customs district where the whole number of said clerks and persons shall be altogether as many as fifty. And thereafter, from time to time, on the direction

Customs classification.

of the President, said Secretary shall make the like classification or arrangement of clerks and persons so employed in connection with any said office or offices, in any other customs district. And, upon like request, and for the purposes of this act, said Secretary shall arrange in one or more of said classes, or of existing classes, any other clerks, agents, or persons employed under his department in any said district not now classified; and every such arrangement and classification upon being made shall be reported to the President.

**Post-office classification.**

*Second.* Within said sixty days it shall be the duty of the Postmaster-General, in general conformity to said one hundred and sixty-third section, to separately arrange in classes the several clerks and persons employed, or in the public service, at each post-office, or under any postmaster of the United States, where the whole number of said clerks and persons shall together amount to as many as fifty. And thereafter, from time to time, on the direction of the President, it shall be the duty of the Postmaster-General to arrange in like classes the clerks and persons so employed in the postal service in connection with any other post-office; and every such arrangement and classification upon being made shall be reported to the President.

**Revision of classifications.**

*Third.* That from time to time said Secretary, the Postmaster-General, and each of the heads of departments mentioned in the one hundred and fifty-eighth section of the Revised Statutes, and each head of an office, shall, on the direction of the President, and for facilitating the execution of this act, respectively revise any then existing classification or arrangement of those in their respective departments and offices, and shall, for the purposes of the examination herein provided for, include in one or more of such classes, so far as practicable, subordinate places, clerks, and officers in the public service pertaining to their respective departments not before classified for examination.

**Examination required for appointment and promotion.**

*SEC. 7.* That after the expiration of six months from the passage of this act no officer or clerk shall be appointed, and no person shall be employed to enter or be promoted in either of the said classes now existing, or that may be arranged hereunder pursuant to said rules, until he has passed an examination, or is shown to be specially

**Preference to war veterans under sec. 1754, B. S.**

exempted from such examination in conformity herewith. But nothing herein contained shall be construed to take from those honorably discharged from the military or naval service any preference conferred by the seventeen hundred and fifty-fourth section of the Revised Statutes, nor to take from the President any authority not inconsistent with this act conferred by the seventeen hundred and fifty-third section of said statutes; nor shall any officer not in the executive branch of the Government, or any person merely employed as a laborer or workman, be required to be classified hereunder; nor, unless by direction of the Senate, shall any person who has been nominated for confirmation by the Senate be required to be classified or to pass an examination.

**Exclusions.**

**Intoxicating beverages.**

*SEC. 8.* That no person habitually using intoxicating beverages to excess shall be appointed to, or retained in, any office, appointment, or employment to which the provisions of this act are applicable.

**Members of a family.**

*SEC. 9.* That whenever there are already two or more members of a family in the public service in the grades covered by this act, no other member of such family shall be eligible to appointment to any of said grades.

SEC. 10. That no recommendation of any person who shall apply for office or place under the provisions of this act which may be given by any Senator or Member of the House of Representatives, except as to the character or residence of the applicant, shall be received or considered by any person concerned in making any examination or appointment under this act. Recommendation by members of Congress.

SEC. 11. That no Senator, or Representative, or Territorial Delegate of the Congress, or Senator, Representative, or Delegate elect, or any officer or employee of either of said Houses, and no executive, judicial, military, or naval officer of the United States, and no clerk or employee of any department, branch, or bureau of the executive, judicial, or military or naval service of the United States, shall, directly or indirectly, solicit or receive, or be in any manner concerned in soliciting or receiving, any assessment, subscription, or contribution, for any political purpose whatever, from any officer, clerk, or employee of the United States, or any department, branch, or bureau thereof, or from any person receiving any salary or compensation from moneys derived from the Treasury of the United States. Political assessments and contributions.

SEC. 12. That no person shall, in any room or building occupied in the discharge of official duties by any officer or employee of the United States mentioned in this act, or in any navy-yard, fort, or arsenal, solicit in any manner whatever, or receive, any contribution of money or any other thing of value for any political purpose whatever.

SEC. 13. No officer or employee of the United States mentioned in this act shall discharge, or promote, or degrade, or in any manner change the official rank or compensation of any other officer or employee, or promise or threaten so to do, for giving or withholding or neglecting to make any contribution of money or other valuable thing for any political purpose. Change of rank or compensation.

SEC. 14. That no officer, clerk, or other person in the service of the United States shall, directly or indirectly, give or hand over to any other officer, clerk, or person in the service of the United States, or to any Senator or Member of the House of Representatives, or Territorial Delegate, any money or other valuable thing on account of or to be applied to the promotion of any political object whatever.

SEC. 15. That any person who shall be guilty of violating any provision of the four foregoing sections shall be deemed guilty of a misdemeanor, and shall, on conviction thereof, be punished by a fine not exceeding five thousand dollars, or by imprisonment for a term not exceeding three years, or by such fine and imprisonment both, in the discretion of the court. Penalty.

Approved, January 16, 1883.

## REVISED STATUTES AND STATUTES AT LARGE AFFECTING THE CLASSIFIED CIVIL SERVICE.

SEC. 1753, R. S. The President is authorized to prescribe such regulations for the admission of persons into the civil service of the United States as may best promote the efficiency thereof, and ascertain the fitness of each candidate in respect to age, health, character, knowledge, and ability for the branch of service into which he seeks to enter; and for this purpose he may employ suitable persons to conduct President's authority to prescribe regulations concerning appointment.

such inquiries, and may prescribe their duties, and establish regulations for the conduct of persons who may receive appointments in the civil service.

**War veteran preference in appointments to civil offices.**

SEC. 1754, R. S. Persons honorably discharged from the military or naval service by reason of disability resulting from wounds or sickness incurred in the line of duty shall be preferred for appointments to civil offices, provided they are found to possess the business capacity necessary for the proper discharge of the duties of such offices.

**Preference in reduction of force.**

Act of Aug. 15, 1876, sec. 3. \* \* \* *Provided*, That in making any reduction of force in any of the Executive Departments, the head of such department shall retain those persons who may be equally qualified who have been honorably discharged from the military or naval service of the United States, and the widows and orphans of deceased soldiers and sailors. (19 Stat. L., 169.)

**Employment of labor in navy-yards.**

SEC. 1544, R. S. Laborers shall be employed in the several navy-yards by the proper officers in charge with reference to skill and efficiency, and without regard to other considerations.

**Political contributions and discrimination.**

SEC. 1546, R. S. No officer or employee of the Government shall require or request any workingman in any navy-yard to contribute or pay any money for political purposes, nor shall any workingman be removed or discharged for political opinion; and any officer or employee of the Government who shall offend against the provisions of this section shall be dismissed from the service of the United States.

Act of Aug. 15, 1876, sec. 6. That all executive officers or employees of the United States not appointed by the President, with the advice and consent of the Senate, are prohibited from requesting, giving to, or receiving from any other officer or employee of the Government any money or property or other thing of value for political purposes; and any such officer or employee who shall offend against the provisions of this section shall be at once discharged from the service of the United States; and he shall also be deemed guilty of a misdemeanor, and on conviction thereof shall be fined in a sum not exceeding five hundred dollars. (19 Stat. L., 169.)

**Penalty.**

**Soliciting contributions or receiving gifts.**

SEC. 1784, R. S. No officer, clerk, or employee in the United States Government employ shall at any time solicit contributions from other officers, clerks, or employees in the Government service for a gift or present to those in a superior official position; nor shall any such officials or clerical superiors receive any gift or present offered or presented to them as a contribution from persons in Government employ receiving a less salary than themselves; nor shall any officer or clerk make any donation as a gift or present to any official superior. Every person who violates this section shall be summarily discharged from the Government employ.

**Bribery.**

SEC. 1781, R. S. Every member of Congress or any officer or agent of the Government who, directly or indirectly, takes, receives, or agrees to receive, any money, property, or other valuable consideration whatever from any person for procuring or aiding to procure, any contract, office, or place from the Government, or any Department thereof, or from any officer of the United States, for any person whatever, or for giving any such contract, office, or place to any person whomsoever, and every person who, directly or indirectly, offers or agrees to give, or gives, or bestows any money, property, or other valuable consideration whatever, for the procuring, or aiding to pro-

cure, any such contract, office, or place; and every member of Congress who, directly or indirectly, takes, receives, or agrees to receive any money, property, or other valuable consideration whatever, after his election as such member, for his attention to, services, action, vote, or decision on any question, matter, cause, or proceeding which may then be pending, or may by law or under the Constitution be brought before him in his official capacity, or in his place as such member of Congress, shall be deemed guilty of a misdemeanor, and shall be imprisoned not more than two years and fined not more than ten thousand dollars. And any such contract or agreement may, at the option of the President, be declared absolutely null and void; and any member of Congress or officer convicted of a violation of this section shall, moreover, be disqualified from holding any office of honor, profit, or trust under the Government of the United States.

Penalty.

SEC. 5418, R. S. Every person who falsely makes, alters, forges, or counterfeits any bid, proposal, guarantee, official bond, public record, affidavit, or other writing, for the purpose of defrauding the United States, or utters or publishes as true any such false, forged, altered, or counterfeited bid, proposal, guarantee, official bond, public record, affidavit, or other writing, for such purpose, knowing the same to be false, forged, altered, or counterfeited, or transmits to or presents at the office of any officer of the United States any such false, forged, altered, or counterfeited bid, proposal, guarantee, official bond, public record, affidavit, or other writing, knowing the same to be false, forged, altered, or counterfeited, for such purpose, shall be imprisoned at hard labor for a period not more than ten years, or be fined not more than one thousand dollars, or be punished by both such fine and imprisonment. [See sec. 5479.]

Forging, etc.,  
bid, public rec-  
ord, etc.

SEC. 5479, R. S. If any person shall falsely make, alter, forge, or counterfeit, or cause or procure to be falsely made, altered, forged, or counterfeited, or willingly aid, or assist in the false making, altering, forging, or counterfeiting, any bond, bid, proposal, guarantee, security, official bond, public record, affidavit, or other writing, for the purpose of defrauding the United States; or shall utter or publish as true, or cause to be uttered or published as true, any such false, forged, altered, or counterfeited bond, bid, proposal, guarantee, security, official bond, public record, affidavit, or other writing, for the purpose of defrauding the United States, knowing the same to be false, forged, altered, or counterfeited; or shall transmit to, or present at, or cause (to) (or) procure to be transmitted to, or presented at, the office of any officer of the United States, any such false, forged, altered, or counterfeited bond, bid, proposal, guarantee, security, official bond, public record, affidavit, or other writing, knowing the same to be false, forged, altered, or counterfeited, for the purpose of defrauding the United States, shall be punishable by a fine of not more than one thousand dollars, or by imprisonment at hard labor for not more than ten years, or by both such punishments. [See sec. 5418.]

Counterfeiting  
bid, bond, etc.

SEC. 5440, R. S. If two or more persons conspire either to commit any offense against the United States, or to defraud the United States in any manner or for any purpose, and one or more of such parties do any act to effect the object of the conspiracy, all the parties to such conspiracy shall be liable to a penalty of not less than one thousand dollars and not more than ten thousand dollars, and to imprisonment not more than two years.

All parties to  
a conspiracy  
equally guilty.

Legal residence—certificate of proper officer.

Act of July 11, 1890. \* \* \* That hereafter every application for examination before the Civil Service Commission for appointment in the departmental service in the District of Columbia shall be accompanied by a certificate of an officer, with his official seal attached, of the county and State of which the applicant claims to be a citizen, that such applicant was, at the time of making such application, an actual and bona fide resident of said county, and had been such resident for a period of not less than six months next preceding;

But this provision shall not apply to persons who may be in the service and seek promotion or appointment in other branches of the Government. \* \* \* (26 Stat. L., 235; Sup. R. S., vol. 1, 2d ed., p. 772, par. 1.)

No employment permitted except upon specific appropriation.

Act of Aug. 5, 1882, sec. 4. That no civil officer, clerk, draughtsman, copyist, messenger, assistant messenger, mechanic, watchman, laborer, or other employee shall \* \* \* be employed in any of the Executive Departments or subordinate bureaus or offices thereof at the seat of Government, except only at such rates and in such numbers, respectively, as may be specifically appropriated for by Congress for such clerical and other personal services for each fiscal year; and no civil officer, clerk, draughtsman, copyist, messenger, assistant messenger, mechanic, watchman, laborer, or other employee shall hereafter be employed at the seat of Government in any Executive Department or subordinate bureau or office thereof or be paid from any appropriation made for contingent expenses, or for any specific or general purpose, unless such employment is authorized and payment therefor specifically provided in the law granting the appropriation, and then only for services actually rendered in connection with and for the purposes of the appropriation from which payment is made, and at the rate of compensation usual and proper for such services; \* \* \* all details of civil officers, clerks, or other subordinate employees from places outside of the District of Columbia for duty within the District of Columbia, except temporary details for duty connected with their respective offices, be, and are hereby, prohibited; and thereafter all moneys accruing from lapsed salaries, or from unused appropriations for salaries, shall be covered into the Treasury. (22 Stat. L., 255; Sup. R. S., vol. 1, 2d ed., p. 374, sec. 4.)

Details from outside for duty within District of Columbia.

Lapsed salaries.

Prohibition of voluntary service except in emergencies.

Act of May 1, 1884. \* \* \* Hereafter no Department or officer of the United States shall accept voluntary service for the Government or employ personal service in excess of that authorized by law except in cases of sudden emergency involving the loss of human life or the destruction of property. (23 Stat. L., 17; Sup. R. S., vol. 1, 2d ed., p. 427.)

Hours of labor in the Executive Departments.

Act of Mar. 15, 1898, sec. 7. Hereafter it shall be the duty of the heads of the several Executive Departments, in the interest of the public service, to require of all clerks and other employees, of whatever grade or class, in their respective Departments, not less than seven hours of labor each day, except Sundays and days declared public holidays by law or Executive order: *Provided*, That the heads of the Departments may, by special order, stating the reason, further extend the hours of any clerk or employee in their Departments, respectively; but in case of an extension it shall be without additional compensation: *Provided further*, That the head of any Department may grant thirty days' annual leave with pay in any one year to each clerk or employee: *And provided further*, That where some member of the

Leaves of absence.

immediate family of a clerk or employee is afflicted with a contagious

disease and requires the care and attendance of such employee, or where his or her presence in the Department would jeopardize the health of fellow-clerks, and in exceptional and meritorious cases, where a clerk or employee is personally ill, and where to limit the annual leave to thirty days in any one calendar year would work peculiar hardship, it may be extended, in the discretion of the head of the Department, with pay, not exceeding thirty days in any one case or in any one calendar year.

This section shall not be construed to mean that so long as a clerk or employee is borne upon the rolls of the Department in excess of the time herein provided for or granted that he or she shall be entitled to pay during the period of such excessive absence, but that the pay shall stop upon the expiration of the granted leave. (30 Stat. L., 316; Sup. R. S., vol. 2 [No. 8], pp. 736, 737, sec. 7.)

Act of Feb. 24, 1899, sec. 4. \* \* \* *Provided*, That the thirty days' annual leave of absence with pay in any one year to clerks and employees in the several Executive Departments authorized by existing law shall be exclusive of Sundays and legal holidays. (30 Stat. L., 890; Sup. R. S., vol. 2 [No. 8], pp. 946, 947, sec. 4.)

Act of July 11, 1890, sec. 2. \* \* \* That hereafter it shall be the duty of the heads of the several Executive Departments of the Government to report to Congress each year in the annual estimates the number of employees in each bureau and office and the salaries of each who are below a fair standard of efficiency. (26 Stat. L., 268; Sup. R. S., vol. 1, 2d ed., p. 773, sec. 2.)

Act of Mar. 15, 1898, sec. 7. \* \* \* Hereafter it shall be the duty of the head of each Executive Department to require monthly reports to be made to him as to the condition of the public business in the several bureaus or offices of his Department at Washington; and in each case where such reports disclose that the public business is in arrears, the head of the Department in which such arrears exist shall require, as provided herein, an extension of the hours of service to such clerks or employees as may be necessary to bring up such arrears of public business.

Hereafter it shall be the duty of the head of each Executive Department, or other Government establishment at the seat of government, not under an Executive Department, to make at the expiration of each quarter of the fiscal year a written report to the President as to the condition of the public business in his Executive Department or Government establishment, and whether any branch thereof is in arrears. (30 Stat. L., 317; Sup. R. S., vol. 2 [No. 8], p. 737, sec. 7.)

Act of July 31, 1894, sec. 2. \* \* \* No person who holds an office the salary or annual compensation attached to which amounts to the sum of two thousand five hundred dollars shall be appointed to or hold any other office to which compensation is attached unless specially heretofore or hereafter specially authorized thereto by law; but this shall not apply to retired officers of the Army or Navy whenever they may be elected to public office or whenever the President shall appoint them to office by and with the advice and consent of the Senate. (28 Stat. L., 205; Sup. R. S., vol. 2 [No. 4], p. 212, sec. 2.) [See, at pp. 126-128, Fourteenth Report, Executive order forbidding holding of State or municipal offices by persons holding Federal civil offices.]

Annual reports to Congress.

Monthly reports to heads of Departments.

Quarterly reports to the President.

Holding of two offices forbidden where salary of either is \$2,500.



CIVIL-SERVICE RULES. <sup>a</sup>

**Promulgating order.** In the exercise of power vested in him by the Constitution, and of authority given to him by the seventeen hundred and fifty-third section of the Revised Statutes, and by an act to regulate and improve the civil service of the United States, approved January 16, 1883, the President hereby makes and promulgates the following rules, and revokes all others.

## RULE I.

**Commission to prescribe regulations.** 1. The United States Civil Service Commission shall have authority to prescribe regulations in pursuance of, and for the execution of, the provisions of these rules and of the civil-service act.

**Definitions of terms.** 2. The several terms hereinafter mentioned, wherever used in these rules or the regulations of the Commission, shall be construed as follows:

(a) The term "civil-service act" refers to "An act to regulate and improve the civil service of the United States," approved January 16, 1883.

**Amended November 2, 1896.** (b) The term "classified service" refers to all that part of the executive civil service of the United States included within the provisions of the civil-service act and these rules.

(c) The term "grade," in connection with employees or positions, refers to a group of employees or positions in the classified service arranged upon the basis of duties performed without regard to salaries received.

(d) The term "class," in connection with employees or positions, refers to a group of employees or positions in any grade arranged upon the basis of salaries received, in pursuance of the provisions of section 163 of the Revised Statutes and of section 6 of the civil-service act.

(e) The term "excepted position" refers to any position within the provisions of the civil-service act, but excepted from the requirement of competitive examination or registration for appointment thereto.

## RULE II.

**Dismissal for violation of act or rules.** 1. Any person in the executive civil service of the United States who shall willfully violate any of the provisions of the civil-service act or of these rules shall be dismissed from office.

**Interference with elections forbidden.** 2. No person in the executive civil service shall use his official authority or official influence for the purpose of interfering with an election or controlling the result thereof.

**No dismissal or change of rank for political or religious opinions.** 3. No person in the executive civil service shall dismiss, or cause to be dismissed, or make any attempt to procure the dismissal of, or in any manner change the official rank or compensation of any other person therein because of his political or religious opinions or affiliations.

**No disclosures of political or religious opinions of applicants, etc.** 4. No question in any examination or form of application shall be so framed as to elicit information concerning, nor shall any inquiry be made concerning, nor any other attempt be made to ascertain, the political or religious opinions or affiliations of any applicant, competitor, or eligible; and all disclosures thereof shall be discounted. And no discrimination shall be exercised, threatened, or promised against or in favor of any applicant, competitor, or eligible because of his political or religious opinions or affiliations.

5. No recommendation of an applicant, competitor, or eligible involving any disclosure of his political or religious opinions or affiliations shall be received, filed, or considered by the Commission, by any board of examiners, or by any nominating or appointing officer.

*Recommendations that cannot be received, filed, or considered.*

6. In making removals or reductions, or in imposing punishment, for delinquency or misconduct, penalties like in character shall be imposed for like offenses, and action thereupon shall be taken irrespective of the political or religious opinions or affiliations of the offenders.

*Penalties like in character.*

7. A person holding a position on the date said position is classified under the civil-service act shall be entitled to all the rights and benefits possessed by persons of the same class or grade appointed upon examination under the provisions of said act: *Provided*, That no such person shall be transferred from any Department, office, or branch of the service to a position in another Department, office, or branch of the service, until he has passed the examination prescribed for original entrance to the position to which transfer is proposed.

*Status of employees after classification. Amended March 13, 1902.*

a 8. No removal shall be made from the competitive classified service except for just cause and for reasons given in writing; and the person sought to be removed shall have notice and be furnished a copy of such reasons, and be allowed a reasonable time for personally answering the same in writing. Copy of such reasons, notice, and answer and of the order of removal shall be made a part of the records of the proper Department or office; and the reasons for any change in rank or compensation within the competitive classified service shall also be made a part of the records of the proper Department or office.

*Procedure in removals. Promulgated July 27, 1897. Amended May 29, 1899.*

9. For the purpose of enabling the Commission to make the investigations authorized by section 2 of the civil-service act, it shall be the duty of every officer and employee in the public service to give to said Commission or its authorized representatives all proper and competent information and testimony in regard to all matters inquired of, and to subscribe such testimony and make oath or affirmation to the same before some officer authorized by law to administer oaths.

*Duty of public officers regarding investigations. Promulgated December 11, 1901.*

### RULE III.

1. All that part of the executive civil service of the United States which has been or may hereafter be classified under the civil-service act shall be arranged in branches as follows: The Departmental Service, the Custom-House Service, the Post-Office Service, the Government Printing Service, and the Internal-Revenue Service.

*Different branches of classified service.*

2. The Departmental Service shall include officers and employees as follows, except those in the service of the Government Printing Office and in the service of the several custom-houses, post-offices, and internal-revenue districts.

*Extent of departmental service. Amended May 13, 1896; Nov. 2, 1896; Dec. 23, 1896.*

(a) All officers and employees of whatever designation, except persons merely employed as laborers or workmen and persons whose appointments are subject to confirmation by the Senate, however or for whatever purpose employed, whether compensated by a fixed salary or otherwise, who are serving in or on detail from—

The several Executive Departments, the commissions, and offices in the District of Columbia.

The Railway Mail Service.

The Indian Service.

The several pension agencies.

The Steamboat-Inspection Service.  
 The Marine-Hospital Service.  
 The Light-House Service.  
 The Life-Saving Service.  
 The several mints and assay offices.  
 The Revenue-Cutter Service.  
 The force employed under custodians of public buildings.  
 The several subtreasuries.  
 The Engineer Department at large.  
 The Ordnance Department at large.

(b) All executive officers and employees outside of the District of Columbia not covered in (a), of whatever designation, except persons merely employed as laborers or workmen and persons whose appointments are subject to confirmation by the Senate, whether compensated by a fixed salary or otherwise—

Who are serving in a clerical capacity or whose duties are in whole or in part of a clerical nature.

Who are serving in the capacity of watchman or messenger.

Who are serving in the capacity of physician, hospital steward, nurse, or whose duties are of a medical nature.

Who are serving in the capacity of draftsman, civil engineer, steam engineer, electrical engineer, computer, or fireman.

Who are in the service of the Supervising Architect's Office in the capacity of superintendent of construction, superintendent of repair, or foreman.

Who are in the service of the Treasury Department in any capacity.

Who are employed in the Department of Justice under the annual appropriation for the investigation of official acts, records, and accounts of officers of the courts, and all officers and employees in the penitentiary service who are by law subject to classification.

**Extent of custom-house service.**

*Amended Nov. 2, 1896; July 27, 1897.*

**Extent of post-office service.**

*Amended Nov. 27, 1901.*

3. The Custom-House Service shall include such officers and employees as have been, or may hereafter be, classified under the civil-service act who are serving in any customs district.

4. The Post-Office Service shall include all officers and employees in free-delivery post-offices and in the rural free-delivery service, except persons employed merely as laborers or workmen and persons whose appointments are subject to confirmation by the Senate: *Provided*, That until regulations for appointments of carriers in the rural free-delivery service shall become operative said carriers shall not be treated as classified hereunder: *And provided further*, That transfers shall not be made from the position of carrier in the rural free-delivery service to any other position in the classified service. And whenever the free-delivery system shall be established in any post-office the Postmaster-General shall at once notify the Commission of such establishment, and the officers and employees of said office shall be included within the classified service from the date of such establishment; and whenever, by order of the Postmaster-General, any post-office shall be consolidated with and made a part of a free-delivery post-office, the Postmaster-General shall at once notify the Commission of such consolidation, and from the date of said order the employees of the office thus made a part of the free-delivery office whose names appear on the roster of the Post-Office Department shall be employees of said free-delivery office; and the person holding on the date of said order the

**Consolidation of post-offices.**

position of postmaster at the office thus made a part of said free-delivery office may be made an employee in said free-delivery office, and may, at the time of classification, be assigned to any position therein and given any appropriate designation which the Postmaster-General may direct.

5. The Government Printing Service shall include the officers and employees in the Government Printing Office who have been, or may hereafter be, classified under the civil-service act. Extent of Government printing service.

6. The Internal-Revenue Service shall include the officers and employees in any internal-revenue district who have been, or may hereafter be, classified under the civil-service act. Extent of internal-revenue service.

7. All officers and employees who have heretofore been classified under the civil-service act shall be considered as still classified, and subject to the provisions of these rules. Amended Nov. 2, 1896. Employees already classified covered by rules.

8. The following-mentioned positions or employees shall not be subject to any of the provisions of these rules, except sections 1, 2, and 3 of Rule II. Positions subject only to secs. 1-3 of Rule II.

(a) Any position filled by a person whose place of private business is conveniently located for his performance of the duties of said position, or any position filled by a person remunerated in one sum both for services rendered therein and for necessary rent, fuel, and lights furnished for the performance of the duties thereof: *Provided*, That in either case the performance of the duties of said position requires only a portion of the time and attention of the occupant, paying him a compensation not exceeding, for his personal salary only, \$300 per annum, and permitting of his pursuing other regular business or occupation. Amended May 29, 1899; Nov. 20, 1900; Nov. 18, 1901; Jan. 20, 1902; Apr. 30, 1902.

(b) Any person in the military or naval service of the United States who is detailed for the performance of civil duties.

(c) Any person employed in a foreign country under the State Department, or who is temporarily employed in a confidential capacity in a foreign country under any Executive Department or other office.

(d) Any position the duties of which are of a quasi-military or quasi-naval character, and for the performance of which duties a person is enlisted for a term of years, or positions in the Revenue-Cutter Service where the persons enlist for the season of navigation only.

(e) Any local physician employed temporarily as acting assistant surgeon in the Marine-Hospital Service. Amended Feb. 8, 1902.

(f) Any person employed in the Marine-Hospital Service as quarantine attendant at the Gulf, South Atlantic, Mullet Key, Reedy Island, Cape Charles, Columbia River, or San Francisco quarantine; and any person temporarily employed as quarantine attendant, or acting assistant surgeon, or sanitary inspector, on quarantine vessels, or in camps or stations established for quarantine purposes during epidemics of contagious diseases, or for temporary duty either in the United States or elsewhere in preventing the introduction or spread of contagious or infectious diseases. Amended Aug. 16, 1902.

(g) Any person in the national military parks at Gettysburg, Shiloh, Chickamauga, Chattanooga, Vicksburg, and Antietam, employed as commissioner, assistant in historical work, agent for purchases of land, historian, secretary, rodman, chairman, assistant superintendent, chief guardian, guardian, guard, inspector, carpenter, steam engineer, or painter. Appointments to these positions shall be made hereafter on registration tests of fitness prescribed in regulations to be issued by the Secretary of War and approved by the President.

(h) Any person employed as office or field deputy in the office of a United States marshal.

(i) All physicians employed as pension examining surgeons, whether organized in boards or working individually under the direction of the Commissioner of Pensions. This paragraph shall not include medical examiners in the Pension Office.

(j) Indians employed in the Indian service at large, except those employed as superintendents, teachers, teachers of industries, kindergartners, and physicians.

(k) Temporary clerks employed in United States local land offices to reduce testimony to writing in contest cases, not paid from Government funds.

(l) Temporary clerks employed in the offices of surveyors-general, and paid from the funds deposited by individuals for surveying public lands.

*Promulgated  
Nov. 26, 1901.*

9. Whenever the duties of any Indian agency shall be devolved upon the superintendent of the Indian training school located at such agency, and the separate office of Indian agent shall thereby be discontinued, the person holding such Indian agency at the date of such discontinuance may, in the discretion of the Secretary of the Interior, be made a classified employee in the Indian service at such agency, either as superintendent of such Indian training school or otherwise, upon such test of fitness as may be satisfactory to the Secretary of the Interior and the Civil Service Commission.

#### RULE IV.

**Examinations.** 1. In pursuance of the provisions of section 2 of the civil-service act, there shall be provided, to test fitness for admission to positions which have been or may hereafter be classified under the civil-service act, examinations of a practical and suitable character, involving such subjects and tests as the Commission may direct.

**Examinations required.** 2. No person shall be appointed to or be employed in any position which has been or may hereafter be classified under the civil-service act until he shall have passed the examination provided therefor, or unless he is specially exempt from examination by the provisions of said act or the rules made in pursuance thereof.

**When noncompetitive examinations may be held.** 3. In pursuance of the provisions of section 2 of the civil-service act, wherever competent persons can be found who are willing to compete, no noncompetitive examination shall be given except as follows:

*Amended May  
29, 1899*

(a) To test the fitness for transfer, or for promotion in a part of the service to which promotion regulations have not been applied.

(b) To test fitness for appointment of Indians as superintendents, teachers, teachers of industries, kindergartners, and physicians in the Indian service at large.

The noncompetitive examinations of Indians for the positions mentioned shall consist of such tests of fitness, not disapproved by the Commission, as may be determined upon by the Secretary of the Interior. A statement of the result of every noncompetitive test, and all appointments, transfers, or promotions based thereon, shall be immediately forwarded to the Commission.

**When examination may be waived.**

(c) To test the fitness of a person whom the head of an Executive Department or the Secretary of the Smithsonian Institution shall nominate for appointment to a position in the classified service. The

appointing officer in making such nomination shall certify that, in his opinion, the position to be filled requires such peculiar qualifications in respect to knowledge and ability, or such scientific or special attainments wholly or in part professional or technical, as are not ordinarily acquired in the executive service of the United States, and for the reasons set forth the best interests of the public service require that an examination should be waived in whole or in part. If the President of the United States shall approve such nomination, the Civil Service Commission shall thereupon grant a certificate of qualification, upon such evidence as may be satisfactory to it, that the person so nominated is eligible for and may be appointed to such position by reason of his ascertained qualifications, and by reason of his age, health, and moral character: *Provided*, That a person so nominated and appointed shall not be transferred to any other position in the classified service except to one that may be filled under the provisions of this clause, and shall not be assigned to any other duties than those pertaining to the particular position to which thus appointed.

4. In pursuance of the provisions of section 3 of the civil-service act, examinations shall be provided at such places and upon such dates as the Commission shall deem most practicable to subserve the convenience of applicants and the needs of the service. Dates and places of examinations.

5. In pursuance of the provisions of section 3 of the civil-service act, the Commission shall appoint, from persons in the Government service, such boards of examiners as it may deem necessary. The members of said boards shall perform such duties as the Commission may direct in connection with examinations, appointments, and promotions in any part of the service which has been or may hereafter be classified. The members of any board of examiners in the performance of their duties as such shall be under the direct and sole control and authority of the Commission. The duties performed by the members of any board of examiners in their capacity as such shall be considered part of the duties of the office in which they are serving, and time shall be allowed for the performance of said duties during the office hours of said office. The members of any board of examiners shall not all be adherents of one political party when persons of other political parties are available and competent to serve upon said board. Appointment and duties of boards of examiners.

6. In pursuance of the provisions of section 3 of the civil-service act, all executive officers of the United States shall facilitate civil-service examinations; and postmasters, customs officers, internal-revenue officers, and custodians of public buildings at places where such examinations are to be held shall, for the purpose of such examinations, permit and arrange for the use of suitable rooms under their charge, and for heating, lighting, and furnishing the same. Executive officers to facilitate examinations.

#### RULE V.

1. Every applicant for examination must be a citizen of the United States, must be of proper age, and must make an application under oath, upon a form prescribed by the Commission, and accompanied by such certificates as may be prescribed. *Provided*, That in order to secure a sufficient number of eligibles to meet the needs of the service, foreign born persons who have declared their intention to become citizens of the United States may be admitted to examinations for the position of copperplate map engraver. Qualifications of applicants. Amended June 28, 1902.

**Applications from enlisted men.**

2. No application for examination shall be accepted from any person serving in the Army, the Navy, or Marine Corps of the United States, unless the written consent of the head of the department under which said person is enlisted is filed with his application.

**Disqualifications for examination or eligibility.**

3. The Commission may, in its discretion, refuse to examine an applicant or to certify an eligible who is physically so disabled as to be rendered unfit for the performance of the duties of the position to which he seeks appointment, or who has been guilty of a crime or of infamous or notoriously disgraceful conduct, or who has been dismissed from the service for delinquency or misconduct within one year next preceding the date of his application, or who has intentionally made a false statement in any material fact or practiced or attempted to practice any deception or fraud in securing his registration or appointment. Any of the foregoing disqualifications shall be good cause for the removal of an eligible from the service after his appointment.

**Age limitations for applicants.**

*Amended Jan. 2, 1897; Mch. 29, 1900; Feb. 26, 1901; July 31, 1901; Dec. 23, 1901; Dec. 27, 1901; Jan. 21, 1902.*

**No age limitations for preference claimants.**

4. No application for examination shall be accepted unless the applicant is within the age limitations fixed herein for entrance to the position to which he seeks to be appointed: *Provided*, That subject to the other conditions of these rules the application of any person whose claim of preference under the provisions of section 1754 of the Revised Statutes has been allowed by the Commission may be accepted without regard to his age: *And provided further*, That in case of positions for which no maximum age limitations are fixed herein the Commission, upon consultation with and approval of the proper head of Department or office, may, by regulation, determine maximum age limitations and confine competition in examinations for such positions to persons within such limitations. The age limitations for entrance to positions in the different branches of the service shall be as follows:

	Mini- mum.	Maxi- mum.
<b>Departmental Service:</b>		
Page, messenger boy, apprentice (other than apprentice in mints and assay offices), or student.....	14	20
Apprentice in mints and assay offices.....	18	24
Printer's assistant and messenger.....	18	No limit.
Positions in the Railway Mail Service.....	18	35
Internes and hospital stewards in the Marine-Hospital Service and acting second assistant engineer in the Revenue-Cutter Service.....	21	30
Keeper, assistant keeper, and officers of light-house tenders and light vessels in the Light-House Service.....	18	50
Cadet in the Revenue-Cutter Service and aid, deck officer, and junior captain's clerk in the Coast and Geodetic Survey.....	18	25
Surfman in the Life-Saving Service.....	18	45
Superintendent, physician, supervisor, day-school inspector, disciplinarian, matron, and assistant matron in the Indian Service; inspector and assistant inspector of hulls and inspector and assistant inspector of boilers in the Steamboat-Inspection Service.....	25	55
Observer in the the Weather Bureau Service.....	18	30
Watch officer in the Coast and Geodetic Survey.....	21	36
Chief engineer in the Coast and Geodetic Survey.....	25	45
All other positions.....	20	No limit.
(The age limitation shall not apply in the case of the wife of the superintendent of an Indian school who applies for examination for the position of teacher or matron.)		
<b>Custom-House Service: All positions.....</b>	20	No limit.
<b>Post-Office Service:</b>		
Rural letter carrier.....	17	55
All other positions.....	18	45
(The age limitations shall not apply in the case of an honorably discharged United States soldier or sailor of the civil war or of the Spanish-American war who applies for the position of rural letter carrier.)		
<b>Government Printing Service:</b>		
All positions (male).....	21	No limit.
All positions (female).....	18	No limit.
<b>Internal-Revenue Service: All positions.....</b>	21	No limit.

5. No application shall be accepted for examination for a position which belongs to one of the recognized mechanical trades unless it shall be shown that the applicant has served as apprentice or as journeyman or as apprentice and journeyman at said trade for such periods as the Commission may prescribe.

Applications for trades positions.

RULE VI.

The following-named employees or positions which have been classified under the civil-service act shall be excepted from the requirements of examination or registration, unless as otherwise herein specifically stated.

Exceptions from examination or registration.

Amended Nov. 2, 1896; Jan. 27, 1897; Apr. 24, 1897; May 21, 1897; July 27, 1897; Apr. 18, 1899; May 29, 1899.

EXECUTIVE OFFICE.

1. Not exceeding two private secretaries or confidential clerks to the President.

ALL EXECUTIVE DEPARTMENTS.

2. Not exceeding two private secretaries or confidential clerks to the head of each of the eight Executive Departments.

3. Not exceeding one private secretary or confidential clerk to each of the assistant heads of the eight Executive Departments.

4. Not exceeding one private secretary or confidential clerk to each of the following heads of bureaus appointed by the President and confirmed by the Senate in the eight Executive Departments: The Commissioner of Internal Revenue, the Treasurer of the United States, the Comptroller of the Currency, the Comptroller of the Treasury, the Superintendent of the Coast and Geodetic Survey; in the War Department, the Major-General Commanding the Army, the Adjutant-General, the Inspector-General, the Judge-Advocate-General, the Quartermaster-General, the Commissary-General of Subsistence, the Surgeon-General, the Paymaster-General, the Chief of Engineers, the Chief of Ordnance, the Chief Signal Officer, the Chief of the Record and Pension Office, and the Superintendent of Public Buildings and Grounds; and in the Department of the Interior, the Commissioner of the General Land Office, the Commissioner of Indian Affairs, the Commissioner of Patents, the Commissioner of Education, the Assistant Attorney-General for the Interior Department, the Director of the Geological Survey, and the Commissioner of Pensions.

5. Not exceeding one private secretary or confidential clerk to each of the heads of bureaus appointed by the President and confirmed by the Senate in the eight Executive Departments not enumerated in paragraph 4 of this rule, if authorized by law.

6. All persons appointed by the President without confirmation by the Senate.

7. Attorneys, assistant attorneys, and special assistant attorneys.

DEPARTMENTS AND OFFICES NOT IN EXECUTIVE DEPARTMENTS.

8. Not exceeding one private secretary or confidential clerk to the Commissioner of Labor.

9. Not exceeding one private secretary or confidential clerk to the Commissioner of Fish and Fisheries.

10. Not exceeding one private secretary or confidential clerk to the Secretary of the Smithsonian Institution.

11. Not exceeding one private secretary or confidential clerk to each of the Interstate Commerce Commissioners.



## TREASURY DEPARTMENT.

*Amended Mar.  
2, 1901.*

12. (a) All shipping commissioners.

(b) All Chinese interpreters.

13. Not exceeding one cashier in each customs district, if authorized by the Secretary of the Treasury.

*Amended Aug.  
2, 1902.*

14. Not exceeding one chief or principal deputy or assistant collector at each customs port, or at the port of New York not exceeding one solicitor to the collector, if authorized by the Secretary of the Treasury; and not exceeding one principal deputy collector of customs at each subport or station.

15. Not exceeding one deputy naval officer at each customs port where a naval officer is authorized by law.

16. (a) Not exceeding one deputy surveyor of customs at each customs port where a surveyor is authorized by law.

*Amendment of  
July 21, 1902.*

(b) Not exceeding one confidential clerk, if authorized by the Secretary of the Treasury, to the Commissioner of Immigration at the port of New York.

17. Not exceeding one private secretary or confidential clerk, if authorized by the Secretary of the Treasury, to the collector of each customs district where the receipts for the last preceding fiscal year amounted to as much as \$500,000.

18. Not exceeding one private secretary or confidential clerk, if authorized by the Secretary of the Treasury, to each of the appraisers at the ports of Boston, New York, and Philadelphia, respectively.

19. (a) Not exceeding one counsel before the Board of United States General Appraisers.

*Amendment of  
July 21, 1902.*

(b) Not exceeding one immigrant inspector and law clerk, if authorized by the Secretary of the Treasury, in the office of the Commissioner of Immigration at the port of New York.

20. Not exceeding one paymaster in the New York customs district.

21. All positions in Alaska in the customs and internal-revenue services.

22. All deputy collectors of internal revenue who are borne on the rolls as such and the allowance for whose salaries is approved by the Secretary of the Treasury: *Provided*, That no position designated as a clerkship under a collector of internal revenue, appointment to which is made by the Secretary of the Treasury, shall be discontinued for the purpose of substituting a deputy collectorship therefor, or for any purpose other than a bona fide reduction of force, and that before such reduction shall be made the reasons therefor shall be given in writing by the collector of the district and shall be approved by the Commissioner of Internal Revenue and the Secretary of the Treasury.

23. Storekeepers and gaugers whose compensation does not exceed \$3 per day when actually employed and whose aggregate compensation shall not exceed \$500 per annum.

24. Officer in charge of the Bureau of Statistics.

25. Not exceeding one chief clerk in each mint or assay office, who is authorized by law to act for the superintendent or assayer in charge during his absence or disability.

26. One private secretary or confidential clerk to the superintendent, one cashier, one deposit weigh clerk, one assistant coiner, one assistant melter and refiner, and one assistant assayer in each mint or assay office.

*Provided*, That appointments to the positions named in this rule in clauses 13, 14, 15, 16, 22, and 23 shall be subject to an examination, to be prescribed by the Secretary of the Treasury, equivalent to the examination held by the Commission for positions of like grade. Such examinations shall be conducted by the Commission in accordance with its regulations: *Provided*, That examinations may be waived by the Secretary of the Treasury for appointments in the Alaska customs service and internal-revenue service in Alaska.

WAR DEPARTMENT.

27. All paymasters' clerks.

*Amended June 19, 1900.*

DEPARTMENT OF JUSTICE.

28. Wardens, chaplains, and physicians in the United States penitentiaries or prisons.

29. Not to exceed one private secretary or confidential clerk to each United States district attorney.

30. Examiners.

POST-OFFICE DEPARTMENT.

31. The Assistant Attorney-General for the Post-Office Department.

32. Not exceeding one private secretary or confidential clerk to the Assistant Attorney-General.

33. Not exceeding one private secretary or confidential clerk to the postmaster, if authorized by the Postmaster-General, at each post-office where the receipts of the last preceding fiscal year amounted to as much as \$350,000.

34. One assistant postmaster or the chief assistant to the postmaster of whatever designation at each post-office. *Amendment of June 6, 1899.*

35. Not exceeding one auditor at the post-office in New York City.

36. Not exceeding one finance clerk, if authorized by law and regularly and actually assigned to act as auditor, at each post-office where the receipts for the last preceding fiscal year amounted to as much as \$350,000.

37. Not exceeding one cashier or finance clerk at each first-class post-office.

38. Not exceeding one cashier and one finance clerk at each post-office where the receipts for the last preceding fiscal year amounted to as much as \$500,000.

39. Not exceeding one cashier and two finance clerks at each post-office where the receipts for the last preceding fiscal year amounted to as much as \$1,000,000.

40. Not exceeding one cashier and three finance clerks at each post-office where the receipts for the last preceding fiscal year amounted to as much as \$2,000,000.

41. Not exceeding one clerk, who shall be a regular physician, at each first-class post-office, when authorized by the Postmaster-General, to examine applications for sick leave, and also to act as a general utility clerk.

DEPARTMENT OF THE INTERIOR.

42. The superintendent of the Hot Springs Reservation.

43. One special land inspector, and four special inspectors.

*Amended January 23, 1900.*

44. Inspectors of coal mines in the Territories.
45. Special agents employed, as necessity for their employment may arise, for the purpose of protecting public lands.
46. The inspectors of surveyors-general and district land offices.
47. Superintendents of irrigation in the Indian Service.
48. Superintendents of logging in the Indian Service.
49. Five special Indian agents, as authorized by law.
50. Special agents for the allotment of land in severalty to the Indians, as the necessity for their employment may arise.
51. Special commissioners to negotiate with Indians, as the necessity for their employment may arise.
52. Engineers to make surveys of reservation boundary lines and surveys at Indian agencies, as the necessity for their employment may arise.
53. Examiners of Indian timber lands, as the necessity for their employment may arise.
54. One financial clerk at each Indian agency to act as agent during the absence or disability of the agent.
55. All positions in the Alaska school service.
56. Not exceeding five special pension examiners to investigate fraudulent and other pension claims of a criminal nature.
57. One clerk at each pension agency to act for the agent during his absence or disability.
58. Not exceeding one clerk, who shall act as private secretary or confidential clerk to the Superintendent of the Government Hospital for the Insane.

*Amendment of  
January 22, 1900.*

DEPARTMENT OF AGRICULTURE.

59. Agents and experts who are temporarily appointed and employed in making investigations and furnishing information for the Department, as provided by law or under the direction of the head of the Department, which agents and experts shall be borne on the rolls as such and be actually engaged in the duties for which they are appointed, and whose payment has been authorized by law.
60. One statistical agent in each State and Territory where authorized by law.

SMITHSONIAN INSTITUTION.

61. The Assistant Secretary of the Smithsonian Institution, in charge of the United States National Museum.

RULE VII.

**Rating of  
examination  
papers.**

1. Examination papers shall be rated on a scale of 100, and the subjects therein shall be given such relative weights as the Commission may prescribe. After a competitor's papers have been rated he shall be duly notified of the result thereof.

**Eligible average.**

2. Every competitor who attains an average percentage of 70 or over shall be eligible for appointment to the position for which he was examined; and the names of eligibles shall be entered, in the order of their average percentages, on the proper register of eligibles: *Provided,*

**Eligible average of preference claimants.**

- That the names of all competitors whose claims to preference under the provisions of section 1754 of the Revised Statutes have been allowed by the Commission, and who attain an average percentage of 65 or

over, shall be placed, in the order of their average percentages, at the head of the proper register of eligibles.

3. For filling vacancies in positions for which competitive tests are not practicable, the registration of applicants shall be in the order in which they fulfill the requirements prescribed therefor by regulation of the Commission: *Provided*, That persons who served in the military or naval service of the United States in the late war of the rebellion, or the Spanish-American war, and were honorably discharged therefrom, and persons who have been separated from such positions above mentioned through no delinquency or misconduct, shall be placed at the head of the proper register in the order of their fulfillment of said requirements.

Registration of applicants.

Registration of preference claimants.

Amended May 29, 1899.

4. The term of eligibility shall be one year from the date on which the name of the eligible is entered on the register: *Provided*, That this term may be extended, in the discretion of the Commission, for a further period of one year from the date of the expiration of the first year's eligibility, upon such conditions as the Commission may prescribe: *And provided further*, That in case a person whose name is upon any register shall be mustered into the military or naval service of the United States at a time when the United States may be engaged in war, the period of eligibility of such person shall, under such conditions as the Civil Service Commission may prescribe, be considered as suspended during the time such eligible may be serving in the Army or Navy of the United States.

Term of eligibility.

Amended May 15, 1898; May 29, 1899.

Suspension of eligibility upon enlistment.

#### RULE VIII.

In pursuance of the provisions of section 2 of the civil-service act, whenever a vacancy occurs in any position which has been, or may hereafter be, classified under the civil-service act, and which is not an excepted position, the filling of said vacancy, unless filled through noncompetitive examination or by reinstatement, transfer, promotion, or reduction, shall be governed as follows:

Method of filling vacancies.

Amended November 2, 1896.

1. The appointing or nominating officer shall request certification to him of the names of eligibles for the position vacant, and the Commission shall certify to said officer from the proper register the three names at the head thereof which have not been three times certified to the department or office in which the vacancy exists: *Provided*, That certification for temporary appointment shall not be counted as one of the three certifications to which an eligible is entitled: *And provided further*, That whenever the sex of those whose names are to be certified is fixed by any law, rule, or regulation, or is specified in the request for certification, the names of those of the sex so fixed or specified shall be certified; but in other cases certification shall be made without regard to sex.

Three names to be certified.

Certification for temporary appointment.

Certification by sexes.

2. Of the three names certified the nominating or appointing officer shall select one, and if at the time of selection there are more vacancies than one he may select more than one name, unless otherwise directed by the Commission.

Selections from certifications.

3. A person selected for appointment shall be notified of his selection by the appointing or nominating officer, and upon his acceptance shall receive from the appointing officer a certificate of appointment for a probationary period of six months, at the end of which period, if the conduct and capacity of the probationer are satisfactory to the

Probationary period authorized.

**Retention** appointing officer, his retention in the service shall be equivalent to his absolute appointment; but if his conduct or capacity be not satisfactory, he shall be notified by the appointing officer that he will not

**Discharge of** receive absolute appointment because of such unsatisfactory conduct or want of capacity; and such notification shall discharge him from

**Termination of** the service: *Provided*, That the probation of an employee in the Indian school service shall terminate at the end of the school year in which

**Service of substitute part of** he is appointed: *And provided further*, That the time which an employee has actually served as substitute in parts of the service where substitutes are authorized shall be counted as part of the probationary period

**Temporary service not to be so counted.** of his regular appointment, but that time served under a temporary appointment shall not be so counted.

**Objection of appointing officer to eligible.** 4. If the appointing or nominating officer shall object to an eligible named in the certificate, stating that, because of some physical defect, mental unsoundness, or moral disqualification, particularly specified, said eligible would be incompetent or unfit for the performance of the duties of the vacant position, and if said officer shall sustain such objection with evidence satisfactory to the Commission, the Commission may certify the eligible on the register who is in average percentage next below those already certified, in place of the one to whom objection is made and sustained.

**Apportionment to be observed.** 5. Certifications for appointment of persons for service in, or for direct detail from, any department or office in Washington, D. C.,

**Amended May 29, 1899.** shall be so made as to maintain, as nearly as the conditions of good administration will warrant, the apportionment of such appointments among the several States and Territories and the District of Columbia

**Exceptions from apportionment.** upon the basis of population: *Provided*, That appointments to the following-named positions shall not be so apportioned, viz: Those of printer's assistant, skilled helper, and operative in the Bureau of Engraving and Printing; those of plate printer and engraver; those in the post quartermaster's office, the pension agency, and other local offices in the District of Columbia; those of page, messenger boy, apprentice, and student, and those named in the next succeeding section of this rule, appointments to which shall be apportioned as therein provided: *And provided further*, That a person who has been or may be separated from a classified position by reason of a necessary reduction of force, or by reason of an appointment to a position not in the classified service, may be reinstated under the provisions of Rule IX without filing new evidence of citizenship, and said appointment shall be charged to the apportionment of the State in which citizenship was claimed before said separation, unless a new citizenship is claimed, in which case the citizenship shall be proved in the manner required for original appointment.

**Waiver of evidence of citizenship.**

**Apportionment in the Government Printing Office.** [6. Certifications for appointment to clerical positions and to positions in any of the recognized trades in the Government Printing Office shall be so made as to maintain, as nearly as the conditions of

**Promulgated June 15, 1898. Amended May 29, 1899. Repealed October 14, 1902.** good administration will warrant, the apportionment of such appointments among the several States and Territories and the District of Columbia upon the basis of population according to the number of employees provided by law for that office who are affected by the provisions of this section.]

**Appointment to lowest class and exception there-to.** 7. Within any part of the service to which promotion regulations have been or may hereafter be applied, certification of those eligible to original appointment shall not be made for filling a vacancy in a

<sup>a</sup> This section (inclosed in brackets) has been repealed, but for special reasons the remaining sections have not been renumbered, and this section is therefore printed here for the sake of continuity.

position above the lowest class in any grade, whenever there is any person eligible and willing to be promoted to said vacancy: *Provided*, That a vacancy in any position requiring the exercise of technical or professional knowledge may be filled by original appointment.

8. When two or more eligibles on a register have the same average percentage, preference in certification shall be determined by the order in which their applications were filed. Eligibles with same average percentage.

9. For filling vacancies in positions outside of the District of Columbia, and in positions in the pension agency, the depot quartermaster's office, and other local offices in the District of Columbia, the territory of the United States shall be arranged in such sections or districts as the Commission may determine; and an eligible shall be certified, in his order, to vacancies in the section or district in which he resides, and upon his written request, to vacancies in any one or more of the other sections or districts: *Provided*, That in the Custom-House Service, Post-Office Service, or Internal-Revenue Service an eligible shall be certified only to vacancies in the customs district, post-office, or internal-revenue district where he was examined. Vacancies to be filled by districts.

10. In any part of the service in which the employment of substitutes is not prohibited by law there may be certified and appointed in the manner provided for in this rule only such number of substitutes as are actually needed for the performance of substitute duty. Employment of substitutes.

11. In any part of the service in which substitutes are employed certifications of those eligible to original appointment shall be made for filling vacancies in substitute positions only, and vacancies in regular positions shall be filled by the appointment or promotion thereto of substitutes in the order of their original appointment as substitutes whenever there are substitutes of the required sex who are eligible and willing to be so appointed or promoted. Substitutes so appointed or promoted shall, however, be subject to the provisions of these rules relating to probation and permanent appointment. Appointment and promotion of substitutes.

12. Upon request of the appointing or nominating officer, preference in certification may be given to the wife of the superintendent of an Indian school for filling a vacancy in the position of teacher or matron in said school. Preference to wife of superintendent of Indian school.

13. Whenever an emergency shall arise requiring that a vacancy shall be filled before a certification can be issued and an appointment made therefrom in the manner provided in these rules, such vacancy may be filled, without regard to their provisions, for such part of thirty days as may be required for the issuance of a certificate and the execution of the necessary details of an appointment thereto; and no person so appointed shall be employed under such appointment for a longer period than thirty days in any one year. It shall be the duty of every nominating or appointing officer to report in detail to the Commission all such emergency appointments as soon as made. Temporary appointment for emergency. Amended January 2, 1897; December 11, 1901; January 24, 1902.

14. Whenever there are no names of eligibles upon a register for any grade in which a vacancy exists, and the public interest requires that it be filled before eligibles can be provided, such vacancy may, subject to the antecedent approval of the Commission, be filled by appointment without examination for such part of three months as will enable the Commission to provide eligibles. Such temporary appointment, however, shall cease when three eligibles are provided, and no person so temporarily appointed shall serve for a longer period than Restrictions upon temporary appointments. Amendment of January 24, 1902.

three months in any one year, unless by authority of the Commission previously obtained.

**Appointments from registers of less than three eligibles.**

*Amendment of January 24, 1902.*

15. Whenever there are fewer than three eligibles upon a register, the appointing officer may appoint the one eligible, or one of the two eligibles, in the same manner as if three eligibles had been certified, or, if he shall elect not to make a regular appointment from such incomplete register, he shall select for temporary appointment the one eligible, or one of the two eligibles, thus available, unless specific reasons are given, as required by section 4 of Rule VIII, why the selection should not be so made, such reasons to be subject to the approval of the Commission. A temporary appointment made from the register as indicated in this section may continue until a register of three eligibles shall be provided.

**Temporary appointments for work of temporary nature.**

*Amendment of January 24, 1902.*

16. Whenever the work to be done is in the nature of job employment, temporary in character, and after its completion the services of the employee will not be further needed, and a certificate to that effect is made by the nominating or appointing officer, a temporary appointment may be made, if approved by the Commission, without regard to the condition of any register, for a period of three months, which appointment may, upon request, stating the fact that the work is not yet completed, be extended for a further period of three months, with the antecedent approval of the Commission, but shall cease at the end of such second period.

**When temporary appointment may be made permanent.**

*Promulgated May 29, 1899.*

17. All persons serving under temporary appointments at the date of the approval of this section [May 29, 1899] may be permanently appointed, in the discretion of the proper appointing officer; and the special rule approved January 20, 1899, relative to temporary appointments in the Navy Department, is hereby rescinded.

**Salary or wages conditional upon legal appointment.**

*Promulgated December 11, 1901.*

18. For the purpose of securing the proper enforcement of sections 2 and 7 of the civil-service act, and of the rules adopted in pursuance thereof, the Commission, whenever it shall find that any person is holding a position in the civil service in violation of the provisions of the civil-service act or of these rules, shall, after notice to the person affected and an opportunity for explanation or other statement, certify information of the fact of such violation to the head of the department, or office, in or under which such position is held, and then if such person be not dismissed within thirty days, to the disbursing and auditing officers through whom the payment of the salary or wages of such position is by law required to be made, and thereafter such disbursing or auditing officers shall not pay or permit to be paid to such person any salary or wages which accrue after such certificate has been received by them: *Provided, however,* That if a question of law respecting the power to appoint or employ is raised in any such case, the President or the head of a Department may obtain the opinion of the Attorney-General thereon.

#### RULE IX.

**Reinstatements within one year.**

*Amended November 2, 1896; July 9, 1897; May 29, 1899; January 15, 1900; January 23, 1902.*

A vacancy in any position which has been, or may hereafter be, classified under the civil-service act, may, upon requisition of the proper officer and the certificate of the Commission, be filled by the reinstatement, without examination, of any person who, within one year next preceding the date of said requisition, has, through no delinquency or misconduct, been separated from a position included within the classified service at the date of said requisition and in that

Department or office and that branch of the service in which said vacancy exists: *Provided*, That for original entrance to the position proposed to be filled by reinstatement there is not required by these rules, in the opinion of the Commission, an examination involving essential tests different from or higher than those involved in the examination for original entrance to the position formerly held by the person proposed to be reinstated:

Position to which reinstatement may be made.

*And provided further*, That subject to the other conditions of these rules, any person who has served in the military or naval service of the United States in the late war of the rebellion or in the Spanish-American war and was honorably discharged therefrom, or the widow of any such person, or an army nurse of either of said wars, and any person who has been separated from the service by reason of the discontinuance of the free-delivery service at any post-office, or a reduction of force specifically required by law, may be reinstated without regard to the length of time he or she has been separated from the service.

Reinstatement of preference claimants.

[See, also, "Regulations to Govern Transfers and Reinstatements," pp. 59-63.]

#### RULE X.

Within that part of the civil service of the United States which has been, or may hereafter be, classified under the civil-service act, transfers shall be governed as follows:

Transfers.

1. A person in any department or office may be transferred within the same department or office and the same branch of the service upon any tests of fitness, not disapproved by the Commission, which may be determined upon by the appointing officer, subject to the limitations of the provisos of section 2 of this rule.

Transfers in same department, office, or branch of service.

2. A person who has received absolute appointment may be transferred, without examination, from any department, office, or branch of the service, upon requisition and consent of the proper officers, and the certificate of the Commission; but no person shall be so transferred who has not actually served for six months in the office in which he became classified and in some position therein which at the time of the request for his transfer is within the competitive classified service: *Provided*, That no transfer shall be made of a person to a position within the same department or office and the same branch of the service, or to a position in another department, office, or branch of the service, if for original entrance to such position said person is barred by the age limitations prescribed therefor, or by the provisions regulating apportionment; but the provisions in relation to apportionment may be waived upon the certificate of the appointing officer that the transfer is required in the interests of good administration, setting forth in detail the reasons therefor, which certificate shall be subject to the approval of the Commission: *And provided further*, That transfers shall not be made without examination, provided by the Commission, to a position for original entrance to which, in the judgment of the Commission, there is required by these rules an examination involving essential tests different from or higher than those involved in the examination required for original entrance to the position from which transfer is proposed: *And provided further*, That no transfer shall be made of a person to a position if in said position there is not required, in the judgment of the Commission, the performance of the same

Transfers from department, office, or branch of service.

Amended May 29, 1899; November 28, 1901; December 11, 1901; January 23, 1902.

Age limitations governing transfers.

When examinations are required for transfers.



Employees not barred from open competitive examinations.

Transfer from the office of the President.

Transfer from excepted to non-excepted position forbidden; exception.

Amended March 16, 1900, and April 17, 1900.

Transfer from unclassified to classified position forbidden; exception.

Amended March 16, 1900.

Transfer from position outside to position within District of Columbia.

Retransfers.

Certificates for transfers.

Facts to be set forth in application for transfer.

class of work or the practice of the same mechanical trade performed or practiced in the position from which transfer is proposed; but a person employed in any grade shall not, because of such employment, be barred from the open competitive examination provided for, original entrance to any other grade.

3. Upon requisition of the proper officer and the certificate of the Commission, transfer may be made without examination from the office of the President of the United States, after continuous service therein for the two years next preceding the date of said requisition, to any position classified under the civil-service act, if in said position there is required, in the judgment of the Commission, the performance of the same class of work that is required to be performed in the position from which transfer is proposed.

4. Transfer shall not be made from an excepted position to a position not excepted: *Provided*, That a person holding a position which is excepted but which he was holding at the time of its classification, or which he entered or held in accordance with the provisions of these rules at a time when said position was subject to competitive examination, and has since served continuously therein, or a person holding a position which is excepted but which he entered prior to the President's order of November 2, 1894, and has since served continuously therein, may, subject to the other conditions and provisions of this rule, be transferred to a position not excepted.

5. Transfer shall not be made from a position not classified under the civil-service act to a classified position: *Provided*, That a person who, by promotion or transfer from a classified position, has entered an unclassified position in any part of the executive civil service other than a position of mere laborer or workman, or to serve under the authority of the General Government as a civilian in the Insular Possessions under the control of the United States, and has served continuously therein from the date of said promotion or transfer, may be transferred from said unclassified position to the position from which he was so transferred or to any position to which transfer could be made therefrom.

6. Transfer shall not be made from a position outside the District of Columbia to a position within the District of Columbia except upon the certificate of the Commission, subject to the other conditions and provisions of this rule.

7. Any person who has been transferred from a classified position to another classified position may be retransferred to the position in which he was formerly employed, or to any position to which transfer could be made therefrom, without regard to the limitations of this rule.

8. All transfers herein authorized shall be made only after the issuance by the Commission of the certificates therefor, except those which may be specifically exempted from such condition by regulation of the Commission.

9. Whenever a person is proposed for transfer from one branch of the service to another branch of the service, and from a part of the service not within the provisions regulating apportionment to a part of the service within said provisions, and the transfer is one which, under the provisions of this rule, may be allowed without examination, such person shall be required, precedent to his transfer, to file a

statement under oath setting forth the same facts, accompanied by the same certificates or vouchers, relating to residence, as may be required in an application for examination.

10. Operatives and other employees in the Bureau of Engraving and Printing whose duties are similar to those of operatives, may be transferred without examination and certificate of the Commission to the positions of expert money counter and paper counter in the office of the Secretary of the Treasury, money order assorter and skilled laborer acting as money order assorter in the office of the Auditor for the Post-Office Department, and expert counter, feeder and separator in the Office of the Treasurer of the United States. Employees so transferred shall not be charged to the apportionment, and such transfer shall not give them rights of promotion or transfer within the Treasury Department to the apportioned service, or for transfer to other Departments, commissions or offices, greater than the rights belonging to the position from which they were transferred, and they shall not be assigned to other duties than those of the nonapportioned places herein provided for: *Provided*, That appointments made to the positions described in this section other than by transfer from the Bureau of Engraving and Printing shall be subject to the apportionment.

*Transfers of operatives in Bureau of Engraving and Printing to money counters, etc.  
Promulgated February 4, 1902.*

11. No person in any Department, office, or bureau who has entered the service by reinstatement shall be transferred to any other bureau or office of the same Department, or to any other Department, office, or bureau, until he has actually served six months after such reinstatement in the Department, office, or bureau in which he was reinstated.

*Transfer following reinstatement.  
Promulgated March 13, 1902.*

[See, also, "Regulations to Govern Transfers and Reinstatements," pp. 59-63.]

#### RULE XI.

1. In pursuance of the requirements of section 7 of the civil-service act, competitive tests or examinations shall, as far as practicable and useful, be established to test fitness for promotion in any part of the civil service of the United States which has been, or may hereafter be, classified under the civil-service act.

*Promotions.*

2. Regulations to govern promotions shall be formulated by the Commission after consultation with the heads of the several Departments, bureaus, or offices. It shall be the duty of the head of each Department, bureau, or office, when such regulations have been formulated, to promulgate the same, and any amendments or revocations thereof shall be approved by the Commission before going into effect.

*Commission to formulate promotion regulations.  
Amended November 2, 1896.*

3. The Commission shall, upon the nomination of the head of each Department, bureau, or office, designate and select a suitable number of persons, not less than three, in said Department, bureau, or office, to be members of a board of promotion. In the Departments, bureaus, or offices in Washington, and in all other offices, the members of any board of promotion shall not all be adherents of one political party, when persons of other political parties are available and competent to serve upon said board.

*Commission to designate boards of promotion.  
Amended November 2, 1896.*

4. Until the regulations here authorized have been approved for any Department, bureau, or office in which promotion regulations approved by the Commission are not in force, promotions therein may be made from one class to another class which is in the same grade, and from

*Promotions pending adoption of regulations.  
Amended January 29, 1900.*

one grade to another grade, upon any test of fitness, not disapproved by the Commission, which may be determined upon by the promoting officer: *Provided*, That no promotion of a person shall be made, except upon examination provided by the Commission, from one class to another class, or from one grade to another grade, if for original entrance to said class or grade to which promotion is proposed there is required by these rules an examination involving essential tests different from or higher than those involved in the examination required for original entrance to the class or grade from which promotion is proposed: *And provided further*, That no promotion of a person shall be made, except upon examination provided by the Commission, to a position in which, in the judgment of the Commission, there is not required the performance of the same class of work or the practice of the same mechanical trade which is required to be performed or practiced in the position from which promotion is proposed; but a person employed in any grade shall not, because of such employment, be barred from the open competitive examination provided for original

When examinations are required for promotions.

Employee not barred from open competitive examinations.

entrance to any other grade: *And provided further*, That no promotion of a person shall be made to a class or grade from original entrance to which such person is barred by the age limitations prescribed therefor or by the provisions regulating apportionment: *And provided further*, That nothing contained in this rule or in any regulation made in pursuance thereof shall be so construed as to prevent an appointing officer, in his discretion, from promoting a person who served in the military or naval service of the United States in the late war of the rebellion or in the Spanish-American war, and who was honorably discharged therefrom, who has been reinstated in the service in a grade or position below that from which he was separated, to a grade or position no higher than that from which he was separated.

Age limitations.

5. No recommendation for the promotion of any employee in the classified service shall be considered by any officer concerned in making promotions except it be made by the officer or officers under whose supervision or control such employee is serving; and such recommendation by any other person, with the knowledge and consent of the employee, shall be sufficient cause for debarring him from the promotion proposed, and a repetition of the offense shall be sufficient cause for removing him from the service.

Certain recommendations for promotion not to be considered.

Amendment of July 3, 1902.

## RULE XII.

1. In pursuance of the provisions of section 2 of the civil-service act, every nominating or appointing officer in the executive civil service of the United States shall furnish to the Commission a list of all the positions and employments under his control and authority, together with the names, designations, compensations, and dates of appointment or employment, of all persons serving in said positions or employments; said list to be arranged as follows: (a) classified positions not excepted from examination; (b) classified positions excepted from examination; (c) unclassified positions.

List of all positions and employments to be furnished the Commission.

2. Every nominating or appointing officer in the executive civil service shall report in detail to the Commission, in form and manner to be prescribed by the Commission, all changes, as soon as made, and the dates thereof, in the service under his control and authority, setting forth among other things the following: The position to which an

Reports of all changes in classified and unclassified services to be made to Commission.

appointment or reinstatement is made; the position from which a separation is made, whether the same was caused by dismissal, resignation, or death; and the position from which and the position to which a transfer or promotion is made; the compensation of every position from which or to which a change is made; the name of every person appointed, reinstated, promoted, transferred, or separated from the service; and every failure to accept an appointment and the reasons therefor.

3. Every nominating or appointing officer in the Executive Departments and independent bureaus and offices at Washington, D. C., shall furnish to the Commission a list of all employees and positions in the service under his control and authority in Washington, D. C., which are or have been regarded or treated as below classification, said list to include the names of all persons now in the service who have been appointed or employed without certification by the Commission since the classification of the office or branch of the service in which they are employed. The duties performed by each such person and pertaining to each such position shall be stated in detail sufficient to enable the Commission to determine the status of each position as classified or unclassified. Said nominating or appointing officers shall furnish to the Commission a similar report in the case of each person appointed or employed hereafter in a position regarded as unclassified.

*Reports of unclassified employees.  
Promulgated  
Jan. 25, 1902.*

4. All essential changes of duties pertaining to positions referred to in paragraph 3 of this rule shall be reported at once to the Commission.

*Promulgated  
Jan. 25, 1902.*

#### RULE XIII.

The officers and employees in all branches of the classified service of the United States, for the purposes of these rules, shall be arranged in the following classes, unless otherwise provided by law:

*Classification of employees.  
Promulgated  
May 29, 1899.*

Class A. All persons receiving an annual salary of less than \$720, or a compensation at the rate of less than \$720 per annum.

Class B. All persons receiving an annual salary of \$720 or more, or a compensation at the rate of \$720 or more, but less than \$840 per annum.

Class C. All persons receiving an annual salary of \$840 or more, or a compensation at the rate of \$840 or more, but less than \$900 per annum.

Class D. All persons receiving an annual salary of \$900 or more, or a compensation at the rate of \$900 or more, but less than \$1,000 per annum.

Class E. All persons receiving an annual salary of \$1,000 or more, or a compensation at the rate of \$1,000 or more, but less than \$1,200 per annum.

Class 1. All persons receiving an annual salary of \$1,200 or more, or a compensation at the rate of \$1,200 or more, but less than \$1,400 per annum.

Class 2. All persons receiving an annual salary of \$1,400 or more, or a compensation at the rate of \$1,400 or more, but less than \$1,600 per annum.

Class 3. All persons receiving an annual salary of \$1,600 or more, or a compensation at the rate of \$1,600 or more, but less than \$1,800 per annum.

Class 4. All persons receiving an annual salary of \$1,800 or more,

or a compensation at the rate of \$1,800 or more, but less than \$2,000 per annum.

Class 5. All persons receiving an annual salary of \$2,000 or more, or a compensation at the rate of \$2,000 or more, but less than \$2,500 per annum.

Class 6. All persons receiving an annual salary of \$2,500 or more, or a compensation at the rate of \$2,500 or more per annum.

*Provided*, That this classification shall not include persons appointed to an office by and with the advice and consent of the Senate, nor persons employed as mere laborers or workmen; but all positions whose occupants are designated as laborers or workmen, and who were prior to May 6, 1896, and on June 10, 1896, regularly assigned to work of the same grade as that performed by classified employees, shall be included within this classification. Hereafter no person who is appointed as a laborer or workman without examination under the civil-service rules shall be assigned to work of the same grade as that performed by classified employees.

*Promulgated  
Feb. 7, 1902.*

John P. Green, of Ohio, appointed August 27, 1897, to position of postage-stamp agent at \$2,500 per annum in the Post-Office Department under an exception from examination, may be treated as occupying a competitive position without examination or certification by the United States Civil Service Commission.

## EXECUTIVE ORDERS.

### NAVY-YARD SERVICE.

The regulations of the Navy Department governing the employment of labor at navy-yards having been adopted by the Civil Service Commission as a regulation of the Commission July 29, 1896, under the authority conferred by clause 1, Rule I, of the Revised Civil Service Rules of May 6, 1896, it is hereby ordered that no modification of the existing regulations shall be made without the approval of the Civil Service Commission."

GROVER CLEVELAND.

EXECUTIVE MANSION, November 2, 1896.

### PHILIPPINE SERVICE.

The United States Civil Service Commission is directed to render such assistance as may be practicable to the Civil Service Board created under the act of the United States Philippine Commission for the establishment and maintenance of an honest and efficient civil service in the Philippine Islands, and for that purpose to conduct examinations for the civil service of the Philippine Islands, upon the request of the Civil Service Board of said islands, under such regulations as may be agreed upon by the said Board and the said United States Civil Service Commission.

WILLIAM MCKINLEY.

EXECUTIVE MANSION, November 30, 1900.

a Pursuant to this Executive order, the following minute was adopted by the Commission:

"Whereas the enforcement by the Secretary of the Navy of regulations governing the employment of labor at navy-yards having been shown to be highly useful, and it being important that they should be given stability independent of changes of Administration, and it appearing that the examinations and other tests of fitness provided by these regulations are based on the principles that personal fitness should prevail over recommendation, and that political influence should be disregarded, it is

*Ordered*, That these regulations be, and they are hereby, adopted as the regulations of this Commission under the authority conferred by clause 1 of Rule I."—Minutes of July 29, 1896, clause 4.

VETERAN PREFERENCE.

The attention of the Departments is hereby called to the provisions of the laws giving preference to veterans in appointment and retention.

The President desires that wherever the needs of the service will justify it, and the law will permit, preference shall be given alike in appointment and retention to honorably discharged veterans of the civil war who are fit and well qualified to perform the duties of the places which they seek or are filling.

THEODORE ROOSEVELT.

WHITE HOUSE, *January 17, 1902.*

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ATTEMPTS OF EMPLOYEES TO INFLUENCE LEGISLATION.

All officers and employees of the United States of every description, serving in or under any of the Executive Departments, and whether so serving in or out of Washington, are hereby forbidden, either directly or indirectly, individually or through associations, to solicit an increase of pay or to influence or attempt to influence in their own interest any other legislation whatever, either before Congress or its committees, or in any way save through the heads of the Departments in or under which they serve, on penalty of dismissal from the Government service.

THEODORE ROOSEVELT.

WHITE HOUSE, *January 31, 1902.*

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EMPLOYMENT OF DRAFTSMEN, ETC., AT NAVY-YARDS.

All persons at navy-yards, naval stations, and at private shipbuilding and manufacturing establishments where work is done by contract for the Navy Department, employed as special mechanics and civilian assistant inspectors of work and materials (including ordnance, armor, armor plate, marine engines, hulls, buildings, dredging, etc.), and all persons employed under the Navy Department as ship draftsmen, marine engine and boiler draftsmen, architectural draftsmen, structural steel-work draftsmen, electrical draftsmen, cartographic draftsmen, and ordnance draftsmen, including assistant or lower-class draftsmen of the various grades, are hereby placed under regulations of the Navy Department governing the employment of labor at navy-yards. Appointments to these positions shall be made hereafter on tests of fitness prescribed in paragraphs 74 to 83, inclusive, of Navy-Yard Order No. 23, revised. Pending the result of such examinations, the Secretary of the Navy may appoint to the above positions qualified persons for a period not to exceed thirty days: *Provided*, That when an examination is held by the Navy Department for any of the above positions and no eligibles are obtained, temporary appointment may be made by the Secretary of the Navy for a period not to exceed ninety days, subject to the approval of the Civil Service Commission: *And provided further*, That transfers of draftsmen from navy-yards, naval stations, and offices outside of Washington, D. C., may be made to the respective bureaus and offices of the Navy Department proper without regard to the rule relating to apportionment.

THEODORE ROOSEVELT.

WHITE HOUSE, *April 30, 1902.*

## DECLARATION OF THE MEANING OF SECTION 8, RULE II.

Whereas certain misunderstandings have existed in regard to the proper construction of section 8 of Civil Service Rule II, which provides as follows:

"No removal shall be made from the competitive classified service except for just cause and for reasons given in writing; and the person sought to be removed shall have notice and be furnished a copy of such reasons, and be allowed a reasonable time for personally answering the same in writing. Copy of such reasons, notice, and answer and of the order of removal shall be made a part of the records of the proper department or office; and the reasons for any change in rank or compensation within the competitive classified service shall also be made a part of the records of the proper department or office."

Now, for the purpose of preventing all such misunderstandings and improper constructions of said section, it is hereby declared that the term "just cause," as used in section 8, Civil Service Rule II, is intended to mean any cause, other than one merely political or religious, which will promote the efficiency of the service; and nothing contained in said rule shall be construed to require the examination of witnesses or any trial or hearing except in the discretion of the officer making the removal.

Approved.

THEODORE ROOSEVELT.

WHITE HOUSE, *May 29, 1902.*

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PERSONS EMPLOYED IN THE U. S. MILITARY GOVERNMENT OF CUBA.

Persons who were in the employ of the United States in the military government in Cuba and who are not eligible for retention in the classified service under existing rules, but have been specially commended for appointment therein by the chiefs of their respective departments, with the approval of the Secretary of War, because of efficient services rendered under conditions of personal danger from yellow fever and other tropical diseases, and whose names are embraced in the list heretofore furnished to the Civil Service Commission by the War Department, may be retained and appointed to positions of a grade corresponding to that which they now hold in the classified service, with the consent and approval of the Commission.

Approved.

THEODORE ROOSEVELT.

WHITE HOUSE, *July 3, 1902.*

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APPOINTMENT OF UNCLASSIFIED LABORERS.

In the exercise of power vested in the President by the Constitution and of authority given to him by the seventeen hundred and fifty-third section of the Revised Statutes, it is hereby ordered that appointments of all unclassified laborers in and under the several Executive Departments and independent offices shall be made in accordance with regulations to be approved and promulgated by the heads of the several departments and offices and the Civil Service Commission; such regulations to be in full force and effect on and after the date of their promulgation.

Approved.

THEODORE ROOSEVELT.

WHITE HOUSE, *July 3, 1902.*

## AMENDMENTS TO THE CIVIL-SERVICE RULES.

During the period covered by this report the following changes in the civil-service rules were made by the President:

### July 31, 1901.

Rule V, clause 4, was amended so as to subject all positions in the Post-Office Service to uniform age limitations as follows: Minimum, 18 years; maximum, 45 years.

This amendment was the result of correspondence between the Post-Office Department and the Commission, with the purpose of making all the requirements, including the examination itself, uniform for the two grades of clerk and carrier, so that eligibles for either grade might be made available for the other grade in case of necessity.

### October 31, 1901.

The following special rule was promulgated:

#### SPECIAL RULE.

An appointment to the vacancy now existing in the position of the clerk designated to sign checks for the pension agent at the pension agency at Philadelphia, Pa., may be made without examination under the civil-service rules.

The necessity for this special rule is explained in a letter from the Commissioner of Pensions to the Secretary of the Interior under date of October 21, 1901, as follows:

Under date of December 23, 1897, I had the honor to recommend the exemption from the classified service of a chief clerk, a designated clerk, and a confidential clerk at each of the several pension agencies; however, the only exception approved by the President in the civil-service rules as amended May 29, 1899, section 57 of Rule VI, is one clerk to act for the agent during his absence or disability.

As set forth in my letter above referred to, the designated clerk is the person whose duty it is to sign all pension checks. It is a very important and responsible position, and in view of the fact of the pension agent being a very heavily bonded officer and responsible to the Government for the disbursement of millions of dollars annually, I am still of the opinion that the pension agent should be allowed to make his own selection of a person to whom he could intrust so important a duty and not be compelled to recommend the designation of a person already in the classified service of whom he has no knowledge and in whom he can not place implicit confidence. The Civil Service Commission, on page 76 of its Fifteenth Annual Report, concurred in my recommendation as to two of the positions, designated clerk being one of them.

The foregoing is suggested by a letter from the pension agent at Philadelphia, Pa., under date of June 11 last, requesting the appointment of a person of his own selection to fill the position of designated clerk, now vacant. In view of this, I have to request that the President be asked to make a special exception in this instance, so that appointment to the present existing vacancy may be made without examination under the civil-service rules, and that the concurrence of the Commission be requested in the premises.

### November 1, 1901.

The following special rule was promulgated:

#### SPECIAL RULE.

An appointment to the vacancy now existing in the position of steward of the White House may be made without examination under the civil-service rules.

The person appointed under this exception had previously been serving under an emergency appointment. The reasons for the exception were the personal character of the duties, which could not be properly provided for by competitive examination.



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November 6, 1901.

The following special rule was promulgated:

SPECIAL RULE.

An appointment to the vacancy now existing in the position of laborer, with the duties of coachman, in the office of the Assistant Secretary of the Navy may be made without examination under the civil-service rules.

It was deemed impracticable to fill this position by competition, and no suitable eligibles were found upon the skilled-laborer register.

November 18, 1901.

Section 8 of Civil-Service Rule III was amended by striking out all of clauses (g), (h), (i), and (j) thereof and relettering the succeeding clauses accordingly. The clauses stricken out read as follows:

(g) Any person in the Quartermaster's Department at large of the United States Army employed as train master, chief packer, foreman packer, pack master, master baler, foreman of laborers, superintendent of stables, or forage master. Appointments to these positions shall be made hereafter on registration tests of fitness prescribed in regulations to be issued by the Secretary of War and approved by the President.

(h) Any person in the Medical Department at large of the United States Army employed as chief packer, packer, or assistant packer. Appointments to these positions shall be made hereafter on registration tests of fitness prescribed in regulations to be issued by the Secretary of War and approved by the President.

(i) Any person in the Ordnance Department at large of the United States Army employed as foreman, assistant foreman, forage master, weigher, skilled laborer, guard, or on piecework. Appointments to these positions shall be made hereafter on registration tests of fitness prescribed in regulations to be issued by the Secretary of War and approved by the President.

(j) Any person in the Engineer Department at large of the United States Army employed as subinspector, overseer, suboverseer, superintendent, master lock manager, deputy lock manager, assistant superintendent of canal, chief deputy inspector, deputy inspector, rodman, stadiaman, chainman, foreman, timekeeper, lock master, assistant lock master, custodian, storekeeper, fort keeper, torpedo keeper, assistant torpedo keeper, light keeper, board master, subforeman, master laborer, gauge reader, steward, dam tender, assistant dam tender, helper, carpenter's helper, machinist's helper, quarry master, blacksmith's helper, climber, barge master, recorder of vessels, track man, gardener, assistant gardener, or weigher. Appointments to these positions shall be made hereafter on registration tests of fitness prescribed in regulations to be issued by the Secretary of War and approved by the President.

The reasons for this amendment were set forth in a memorandum prepared by the Assistant Secretary of War and submitted to and approved by the Chief of Ordnance, Chief of Engineers, the Surgeon-General, and the Quartermaster-General, early in April, 1901. Under date of October 17, 1901, said memorandum, with the indorsements of approval, was forwarded to the Commission by the War Department and formed the basis of the above amendment. The memorandum is as follows:

In the month of May, 1896, the civil-service rules were amended, and the rules as thus amended remained in force until May 29, 1899. The amended rules of 1896 provided for the trades and other noneducational examinations in the different Departments and Indian Service. The working of these rules was in the main satisfactory to the Departments concerned. On May 29, 1899, by Executive order, certain civilian positions in the Quartermaster's, Medical, Ordnance, and Engineer departments were taken out from the operation of the existing regulations, and it was provided that appointments to these designated positions should hereafter be made on registration tests of fitness prescribed in regulations to be issued by the Secretary of War and approved by the President.

No regulations have ever been issued by the Secretary of War in regard to these positions. The result is that the legal status of all appointees to these designated positions is somewhat in doubt, owing to the fact that as no new regulations have been prescribed and as the appointments are not governed by the provisions of the previous regulations, there are no rules or regulations governing their selection. If regulations were formulated by the Secretary of War it would result in two systems

running side by side in the same Department. Such a dual system of appointment in the bureaus would be open to serious objection.

It is recommended that so much of the Executive order as applies to the designated employees in these four Departments be rescinded in order that they may come under the system in vogue prior to May 29, 1899. \* \* \*

**November 26, 1901.**

Rule III was amended by adding thereto the following section, to be numbered 9:

9. Whenever the duties of any Indian agency shall be devolved upon the superintendent of the Indian training school located at such agency, and the separate office of Indian agent shall thereby be discontinued, the person holding such Indian agency at the date of such discontinuance may, in the discretion of the Secretary of the Interior, be made a classified employee in the Indian service at such agency, either as superintendent of such Indian training school or otherwise, upon such test of fitness as may be satisfactory to the Secretary of the Interior and the Civil Service Commission.

Since 1893 a number of Indian agencies have been discontinued. During the past four years it has been the policy of the Indian Office to abandon the reservation system of Indian government wherever practicable, devolving the duties of Indian agent upon the superintendent of the Indian school, as provided by law, and to give the Indian children industrial training and put them upon their own resources among the white people. The above amendment to the rule was suggested in furtherance of this general policy and to permit the retention of the agents who have been found efficient.

**November 26, 1901.**

Rule X, clause 2, was amended by striking out the word "shall" and inserting the word "may" in lieu thereof in the following sentence: "but the provisions in relation to apportionment *shall* be waived upon the certificate of the appointing officer that the transfer is required in the interests of good administration," and by adding to said sentence the following words: "setting forth in detail the reasons therefor, which certificate shall be subject to the approval of the Commission."

The apportionment of appointments among the different States and Territories had been considerably affected by a rule requiring the Commission in all cases of transfers to waive such apportionment upon a certificate by the appointing officer that the transfer was required in the interests of good administration. The Commission received many such certificates in cases where the positions could be regularly filled from the ordinary examinations, and there was no evidence showing the possession of any special knowledge or skill by the person to be transferred or other special circumstances requiring the transfer. The Commission believed that some of these transfers were sought for the mere convenience of the person to be transferred, and were requested at the solicitation of others rather than for the good of the service, and the purpose of securing just apportionment among the States was thereby defeated. The above amendment was therefore recommended requiring that the reasons for waiving the apportionment should be set forth in detail and that the certificate should be subject to the approval of the Commission. The number of transfers made in disregard of the proper apportionment has thereby been materially restricted.

**November 27, 1901.**

Section 4 of Rule III was amended by striking out all of the first sentence and inserting in lieu thereof the following:

The post-office service shall include all officers and employees in free-delivery post-offices and in the rural free-delivery service, except persons employed merely as laborers or workmen and persons whose appointments are subject to confirmation by the Senate: *Provided*, That until regulations for appointments of carriers in the rural free-delivery service shall become operative said carriers shall not be treated as classified hereunder: *And provided further*, That transfers shall not be made from the position of carrier in the rural free-delivery service to any other position in the classified service,

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The sentence stricken out by this amendment read as follows:

The post-office service shall include the officers and employees in any free-delivery post-office who have been, or may hereafter be, classified under the civil-service act.

This amendment was made for the purpose of classifying the rural free-delivery service. For a discussion of the reasons for this action and the results of it, see pages 9-12, *ante*.

### December 11, 1901.

Rule II was amended by adding thereto the following clause, to be numbered 9:

For the purpose of enabling the Commission to make the investigations authorized by section 2 of the civil-service act, it shall be the duty of every officer and employee in the public service to give to said Commission or its authorized representatives all proper and competent information and testimony in regard to all matters inquired of, and to subscribe such testimony and make oath or affirmation to the same before some officer authorized by law to administer oaths.

The Commission has repeatedly called attention to the inherent weakness of its power to investigate alleged violations of the civil-service law, owing to its lack of ability to compel testimony. The above amendment was suggested for the purpose of supplying this deficiency so far as it might be done by Executive action. Since its adoption there has been little difficulty in securing evidence from officers and employees of the Government. One employee has been removed for refusal to testify, as required.

### December 11, 1901.

Rule VIII was amended by adding thereto the following clause, to be numbered 16:

For the purpose of securing the proper enforcement of sections 2 and 7 of the civil-service act and of the rules adopted in pursuance thereof, the Commission, whenever it shall find that any person is holding a position in the civil service in violation of the provisions of the civil-service act or of these rules, shall, after notice to the person affected and an opportunity for explanation or other statement, certify information of the fact of such violation to the head of the department or office in or under which such position is held, and then if such person be not dismissed within thirty days, to the disbursing and auditing officers through whom the payment of the salary or wages of such position is by law required to be made, and thereafter such disbursing or auditing officers shall not pay or permit to be paid to such person any salary or wages which accrue after such certificate has been received by them: *Provided, however,* That if a question of law respecting the power to appoint or employ is raised in any such case, the President or the head of a department may obtain the opinion of the Attorney-General thereon.

In its Fifteenth Report, at pages 265-268, the Commission called attention to the difficulty experienced by it in securing any remedy for certain violations of the civil-service law. Under the civil-service act the Commission's power to correct or punish a violation of the law was limited in its power to investigate and report to the head of the proper department the fact that such violation existed. Thus, if the head of a department made appointments to classified positions in violation of the civil-service law the Commission could only investigate the facts and report its conclusions to him, and unless he applied the proper remedy his illegal appointees continued in the public service. The above amendment was suggested for the purpose of providing a means by which the continuance of irregular appointments might be prevented after the matter had been duly investigated and passed upon by the Civil Service Commission.

### December 11, 1901.

Section 13 of Rule VIII was amended (1) by inserting at the end of the first sentence thereof the following:

; but if there be one eligible or two eligibles upon the appropriate register the appointing officer may appoint the one eligible or one of the two eligibles in the same manner as if a full certification of three eligibles were available, and if he elect not to make a regular appointment from such incomplete register he must select the

one eligible or one of the two eligibles thus available for temporary appointment as authorized above, unless special reasons are given and approved, as provided by section 4 of this rule, why the selection should not be so made.

and (2) by substituting for the words "an eligible" in the seventh and eighth lines the words "three eligibles;" so that as amended the section will read as follows:

13. Whenever there are no names of eligibles upon a register for any grade in which a vacancy exists and the public interest requires that it must be filled before eligibles can be provided for by the Commission, such vacancy may, subject to the approval of the Commission, be filled by appointment without examination and certification for such part of three months as will enable the Commission to provide eligibles; but if there be one eligible or two eligibles upon the appropriate register the appointing officer may appoint the one eligible or one of the two eligibles in the same manner as if a full certification of three eligibles were available, and if he elect not to make a regular appointment from such incomplete register he must select the one eligible or one of the two eligibles thus available for temporary appointment as authorized above, unless specific reasons are given and approved, as provided by section 4 of this rule, why the selection should not be so made. Such temporary appointment shall expire by limitation as soon as three eligibles shall be provided, and no person shall serve longer than three months in any one year under such temporary appointment or appointments, unless by special authority of the Commission previously obtained. Said year limitation shall commence from the date of such first appointment: *Provided*, That whenever an emergency shall arise requiring that a vacancy shall be filled before a certification can be issued and an appointment made thereto in the manner provided in these rules, such vacancy may be filled, without regard to the provisions of these rules, for such part of thirty days as may be required for the issuance of a certificate and the execution of the necessary details of an appointment thereto in accordance with said provisions. Such appointment shall in no case continue longer than thirty days.

There appeared to be an unnecessary number of temporary appointments of persons outside the eligible lists, owing to the requirement that three eligibles must be furnished before the appointing officer could be required to make a selection. In many small communities this was found impossible, and when there were one or two unexceptionable eligibles upon the register and the appointing officer disregarded them and gave the position to an outsider for personal reasons the competitive system was brought into disrepute and the public discouraged from entering the examinations. The Commission therefore recommended the above amendment, providing that when there were one or two eligibles the appointing officer might make a permanent appointment therefrom, but if he elected not to do so he must select the one eligible or one of the two, for temporary appointment, unless special reasons were given, and approved by the Commission, why such selection should not be so made.

**December 11, 1901.**

Rule X, section 2, was amended by inserting therein, after the words "upon requisition and consent of the proper officers, and the certificate of the Commission," the following words: "but no person shall be so transferred who has not actually served for six months in the office in which he became classified and in some position therein which at the time of the request for his transfer is within the competitive classified service;" so that as amended the said section shall read as follows:

2. A person who has received absolute appointment may be transferred, without examination, from any department, office, or branch of the service, upon requisition and consent of the proper officers, and the certificate of the Commission, but no person shall be so transferred who has not actually served for six months in the office in which he became classified and in some position therein which at the time of the request for his transfer is within the competitive classified service: *Provided*, That no transfer shall be made of a person to a position within the same department or office and the same branch of the service, or to a position in another department, office, or branch of the service, if for original entrance to such position said person is barred by the age limitations prescribed therefor, or by the provisions regulating apportionment, but the provisions in relation to apportionment may be waived upon the certificate of the appointing officer that the transfer is required in the interests of good administration, setting forth in detail the reasons therefor, which certificate

shall be subject to the approval of the Commission: *And provided further*, That transfers shall not be made without examination, provided by the Commission, to a position for original entrance to which, in the judgment of the Commission, there is required by these rules an examination involving essential tests different from or higher than those involved in the examination required for original entrance to the position from which transfer is proposed; but a person employed in any grade shall not, because of such employment, be barred from the open competitive examination provided for original entrance to any other grade.

Under the rule as it stood men were appointed without examination to places in small post-offices just before the classification of those offices, and then, immediately after classification, transferred to other parts of the classified service, thus avoiding the requirement of competitive examination. The reasons for the above amendment, which was intended to meet this condition, are stated by the Commission in its letter to the President under date of December 7, 1901, as follows:

The advisability of such an amendment grows out of the fact that as the rule now stands any person who has received absolute appointment may be transferred, subject to the other conditions of the rules. When Rule X was originally drafted, it was thought that this requirement of absolute appointment was equivalent to a requirement of six months' actual service as a condition precedent to transfer, in view of the requirement of six months' probationary service before absolute appointment in case of all persons entering the service through examination. But it has been decided by the Attorney-General (Op. XXI, 534) that appointment in a classified position is not subject to probation, but is at once an absolute appointment. Therefore, when an office is about to be classified, as, for instance, a post-office at which free delivery is about to be established, a person may be appointed therein without examination even upon the very day before the classification takes effect, and immediately upon the classification of the office he becomes eligible for transfer (subject, of course, to the other conditions of the transfer rule) to any position in the classified service; whereas a person appointed through examination in the same office after its classification is absolutely barred from transfer for six months. The inequity of this distinction and the greater facility thereby offered for the evasion of the requirement of competitive examination for entrance to the classified service influence the Commission to recommend the approval of the inclosed amendment.

#### **December 23, 1901.**

Section 4 of Rule V was amended by striking out from the tabular statement therein the following, under the heading of "Post-Office Service:"

All positions ..... 18   45

And inserting in lieu thereof the following:

Rural letter carrier ..... 17   55

All other positions ..... 18   45

The reason for this grew out of the special requirements of the rural free-delivery service.

#### **December 27, 1901.**

Section 4 of Rule V was amended by inserting at the end of that part of the tabular statement therein, under the heading of "Post-Office Service," the following language as a parenthesis:

The age limitations shall not apply in the case of an honorably discharged United States soldier or sailor in the civil war or of the Spanish-American war who applies for the position of rural letter carrier.

The practice of the Post-Office Department prior to the classification of the rural free-delivery service having been to accept applications for rural letter carrier from honorably discharged soldiers or sailors of the civil war or the Spanish-American war without regard to age, it was thought desirable to continue this practice as being in accordance with the preference generally accorded such veterans.

#### **January 20, 1902.**

Rule III, section 8, clause (i) (Civil-Service Rules, edition of December 27, 1901), was amended by inserting, in line 6 of said clause, after the words "also all persons

employed," the words "under the Navy Department." As amended, the clause reads as follows:

(i) All persons at navy-yards, naval stations, and at private shipbuilding and manufacturing establishments where work is done by contract for the Navy Department, employed as special mechanics and civilian assistant inspectors of work and materials (including ordnance, armor, armor plate, marine engines, hulls, buildings, dredging, etc.). Also all persons employed *under the Navy Department* as ship draftsmen, marine engine and boiler draftsmen, architectural draftsmen, structural steel-work draftsmen, electrical draftsmen, cartographic draftsmen, and ordnance draftsmen, including assistant or lower-class draftsmen of the various grades. Appointments to these positions shall be made hereafter on tests of fitness prescribed in paragraphs 74 to 83, inclusive, of Navy-Yard Order No. 23, revised. Pending the result of such examinations the Secretary of the Navy may appoint to the above positions qualified persons for a period not to exceed thirty days.

The necessity for this amendment was explained in a letter from the Secretary of the Navy to the President under date of January 17, 1902, as follows:

The Department incloses herewith copy of correspondence relative to placing all draftsmen under the Navy Department on the same footing as foremen, master mechanics, special mechanics, and inspectors of work and material. A difference of opinion has arisen between the Navy Department and the United States Civil Service Commission as to the scope of the amendment of November 20, 1900, promulgated by the Commission, by direction of the President, to carry out the request of the Navy Department, as presented in a correspondence above referred to, the Commission taking the ground that the amendment applies to draftsmen outside of the Navy Department at Washington, and the Department maintaining that it covers all draftsmen in its employ. As will be seen from inclosed copy of Department's letter of November 16, 1900 (see the Report of Secretary of the Navy, 1901, page 25), it was clearly the intention of the Department that an amendment to provide for the appointment of all draftsmen after competitive examination before a board of naval officers be promulgated. The President approved the Department's request as submitted.

Below you will find comments of the Chief Constructor upon the Commission's interpretation of the amendment of November 20, 1900:

"It appears that the interpretation of the Civil Service Commission is that ship draftsmen in the Bureau of Construction and Repair must be obtained by certification from the Commission, while ship draftsmen at navy-yards and at private establishments are to be obtained from examinations held under the Navy Department; and further, that no transfers are permitted from the yards and stations to the Department.

"It was because the rule requiring all draftsmen to be certified by the Civil Service Commission was found to be thoroughly unsatisfactory in its working that the Secretary of the Navy, in his letter to the President, dated November 16, 1900 (quoted in the Secretary's annual report for 1901), recommended that draftsmen be included in the special classes for which examinations are held by the Navy Department.

"The enforcement of the interpretation that ship draftsmen in the Department are a different kind of draftsmen from the ship draftsmen at a navy-yard or private establishment would disorganize the work of this Bureau.

"The ship draftsmen in the Bureau are engaged in the work of designing ships and in the critical examination of plans sent in from navy-yards and private establishments. This work requires the highest grade of ship draftsmen, men who have had extensive experience and training in navy-yards and private establishments. As fully set forth in the Secretary's letter, above referred to, it has been found impossible to get such men through the Civil Service Commission.

"The expansion of the shipbuilding industry in this country has created a demand for competent ship draftsmen far exceeding the supply, and it is not too much to say that every first-class ship draftsman in this country is in a good position at comparatively high wages. The chances to obtain superintending and managing positions in private establishments are a further inducement in private yards not existing for positions under the Government.

"With the increase of the naval establishment the work under this Bureau has also greatly expanded, but it has been found practically impossible to offer such inducements as will persuade high-grade ship draftsmen to leave private establishments and enter the Government service. Under these conditions the only resource has been to transfer the best men from the navy-yards and offices of superintending constructors to the Bureau, where only men who have already acquired training and

experience are required, and to supply to the yards in their places draftsmen of less experience and minors under instruction in drafting. These latter, employed on actual work in the yards, will acquire in time the necessary experience and training, thus building up a force adequate to the needs of this Bureau.

"It will be seen from the foregoing that the only distinction between ship draftsmen in the Department and those elsewhere is that the best and most experienced men are required at the Department, and that under present circumstances such men can only be obtained by transfer from places where they have acquired such experience, coupled with a system of local examinations for bringing in men who have the necessary acquirements to form a suitable force for local needs."

The above applies in whole or in part to all other kinds of draftsmen employed under the Navy Department—marine engine and boiler draftsmen, architectural draftsmen, structural steel-work draftsmen, ordnance draftsmen, cartographic draftsmen, electrical draftsmen, etc.

If, to carry into effect the Department's original request, as approved by the President, the Civil Service Commission considers it necessary to amend Rule III, section 8, clause (i) (Civil Service Rules, edition of December 27, 1901), it is suggested that in line 6 of said clause, after the words "Also all persons employed," the words "under the Navy Department" be inserted, so that it will read as follows:

"(i) All persons at navy-yards, naval stations, and at private shipbuilding and manufacturing establishments where work is done by contract for the Navy Department, employed as special mechanics and civilian assistant inspectors of work and materials (including ordnance, armor, armor plate, marine engines, hulls, buildings, dredging, etc.). Also all persons employed under the Navy Department as ship draftsmen, marine engine and boiler draftsmen, architectural draftsmen, structural steel-work draftsmen, electrical draftsmen, cartographic draftsmen, and ordnance draftsmen, including assistant or lower-class draftsmen of the various grades. Appointments to these positions shall be made hereafter on tests of fitness prescribed in paragraphs 74 to 83, inclusive, of navy-yard order No. 23, revised. Pending the result of such examinations, the Secretary of the Navy may appoint to the above positions qualified persons for a period not to exceed thirty days."

#### January 21, 1902.

Section 4 of Civil-Service Rule V was amended by inserting the following at the end of that part of the tabular statement therein under the heading "Departmental Service:—"

Watch officer in the Coast and Geodetic Survey.....	21	36
Chief engineer in the Coast and Geodetic Survey .....	25	45

Also by inserting the following in the tabular statement therein after the word "aid," in line 11:

, deck officer and junior captain's clerk.

This amendment was due to the special age requirements of the Coast and Geodetic Survey.

#### January 23, 1902.

Section 43 of civil-service Rule VI was amended by adding thereto the following: "and four special inspectors."

As amended the section reads as follows:

"43. One special land inspector and four special inspectors."

The amendment to the rules of May 29, 1899, allowed the exception of one special land inspector, and the same reasons which were applicable to this one were also applicable to the case of the others.

#### January 23, 1902.

Rule IX of the civil-service rules was amended by omitting therefrom the final proviso, which proviso so omitted read as follows:

*And provided further*, That any person dismissed from the service upon charges of delinquency or misconduct may be reinstated, subject to the other conditions of these rules, without regard to the one-year limit of this rule, upon the certificate of the proper appointing officer that he has thoroughly investigated the case and that the charges upon which the dismissal was based were not true.

While the purpose of this proviso to the reinstatement rule was to remedy gross personal wrongs, its practical operation was found to be injurious to the service. Most of those reinstated had been out of the service from five to fifteen years; they had been separated when it was customary to make removals for political reasons and when records of the charges were seldom kept. Hence only *ex parte* evidence could be obtained upon which to base the certificates for reinstatement. The number of such certificates and the circumstances attending them convinced the Commission that some appointing officers construed this provision with such liberality as to give themselves the power to waive the year limit for reinstatement practically in their own discretion. Where an appointing officer has dismissed men, ostensibly upon charges, but really for political reasons, and his successor has dismissed the men appointed in their places and reinstated those formally discharged under authority of this rule, it was evident that hereafter a new appointing officer might resort to the same means for dismissing those now in office and reinstating their predecessors, and thus a limited rotation in office would be established. Besides this, injury was done to the merit system by reducing the opportunities for the appointment of eligibles, and the existing inequalities in the apportionment were still further increased. The Commission therefore recommended the abolition of this proviso, which was accomplished by the above amendment.

#### January 23, 1902.

Rule X, section 2, was amended by adding a third proviso, after the word "proposed," as follows:

*And provided further, That no transfer shall be made of a person to a position if in said position there is not required, in the judgment of the Commission, the performance of the same class of work or the practice of the same mechanical trade performed or practiced in the position from which transfer is proposed.*

As amended the section reads:

2. A person who has received absolute appointment may be transferred, without examination, from any department, office, or branch of the service upon requisition and consent of the proper officers and the certificate of the Commission, but no person shall be so transferred who has not actually served for six months in the office in which he became classified and in some position therein which at the time of the request for his transfer is within the competitive classified service: *Provided, That no transfer shall be made of a person to a position within the same department or office and the same branch of the service, or to a position in another department, office, or branch of the service, if for original entrance to such position said person is barred by the age limitations prescribed therefor or by the provisions regulating apportionment, but the provisions in relation to apportionment may be waived upon the certificate of the appointing officer that the transfer is required in the interests of good administration, setting forth in detail the reasons therefor, which certificate shall be subject to the approval of the Commission: And provided further, That transfers shall not be made without examination, provided by the Commission, to a position for original entrance to which, in the judgment of the Commission, there is required by these rules an examination involving essential tests different from or higher than those involved in the examination required for original entrance to the position from which transfer is proposed: And provided further, That no transfer shall be made of a person to a position if in said position there is not required, in the judgment of the Commission, the performance of the same class of work or the practice of the same mechanical trade performed or practiced in the position from which transfer is proposed; but a person employed in any grade shall not, because of such employment, be barred from the open competitive examination provided for original entrance to any other grade.*

The rules permitted transfers from one position to another without regard to the similarity of duties in the two places, and many persons were transferred to positions for which there was nothing in their previous service showing qualifications. These transfers from alien and inferior grades interfered with the promotion regulations and were contrary to the wholesome principle that persons should rise in the service according to their demonstrated training and fitness. Accordingly, the Com-



mission recommended the above amendment, providing that no transfer should be made to any position if there was not required therein the performance of the same class of work as in the position from which transfer was proposed. This amendment merely reestablished a rule which had existed at an earlier period in the history of the Commission.

**January 23, 1902.**

Rule XII was amended by adding thereto the following, which constitutes paragraphs 3 and 4:

3. Every nominating or appointing officer in the Executive Departments and independent bureaus and offices at Washington, D. C., shall furnish to the Commission a list of all employees and positions in the service under his control and authority in Washington, D. C., which are or have been regarded or treated as below classification, said list to include the names of all persons now in the service who have been appointed or employed without certification by the Commission since the classification of the office or branch of the service in which they are employed. The duties performed by each such person and pertaining to each such position shall be stated in detail sufficient to enable the Commission to determine the status of each position as classified or unclassified. Said nominating or appointing officers shall furnish to the Commission a similar report in the case of each person appointed or employed hereafter in a position regarded as unclassified.

4. All essential changes of duties pertaining to positions referred to in paragraph 3 of this rule shall be reported at once to the Commission.

Since May 6, 1896, the rules have required every appointing officer to report to the Commission all changes in the service under his authority. The extensions of the classification to persons below the clerical grade, many of whose duties did not differ widely from those of mere laborers, rendered necessary the auditing of changes in the unclassified service to prevent the treatment of classified positions as unclassified, but reports of changes in the unclassified service were often incomplete or entirely lacking. The rule that no laborer appointed without examination should be assigned to work of the same grade as that performed by classified employees was nullified by appointing officers deciding for themselves that the work pertaining to a particular position was not of the grade usually performed by classified employees and by their filling the position as though it were unclassified and then either failing to report the appointment or reporting it as an appointment to an unclassified position. In the absence of a requirement that the particular duties pertaining to the position should be stated there was little opportunity for the Commission to detect improper appointments. To remedy this defect, so far as the departments and offices at Washington were concerned, the above amendment was adopted, providing that every nominating and appointing officer there should furnish to the Commission a list of all employees and positions which had been treated as below classification; that the duties pertaining to each position should be stated in detail sufficient to enable the Commission to determine whether it was a classified position, and that all essential changes of duties pertaining to these positions should also be reported at once. Under this rule the Commission has received complete lists of all persons and positions now in the Departmental Service at Washington which have been treated as below classification, with the duties pertaining to each, and will receive a similar report in the case of each person appointed hereafter to a position regarded as unclassified. It may be stated, in general terms, that the Commission regards all positions as of a classified grade where the duties require either special qualifications and experience or a knowledge of reading and writing. The evil of appointing persons as mere laborers without examination to do classified work has in the past been widespread and even general. It is believed that under this rule, taken in connection with a system for the registration of laborers, the evil may be substantially eliminated.

**January 24, 1902.**

Section 13 of Rule VIII was stricken out and instead four sections adopted numbered 13, 14, 15, and 16, which read as follow:

13. Whenever an emergency shall arise requiring that a vacancy shall be filled before a certification can be issued and an appointment made therefrom in the manner provided in these rules, such vacancy may be filled, without regard to their provisions, for such part of thirty days as may be required for the issuance of a certificate and the execution of the necessary details of an appointment thereto; and no person so appointed shall be employed under such appointment for a longer period than thirty days in any one year. It shall be the duty of every nominating or appointing officer to report in detail to the Commission all such emergency appointments as soon as made.

14. Whenever there are no names of eligibles upon a register for any grade in which a vacancy exists, and the public interest requires that it be filled before eligibles can be provided, such vacancy may, subject to the antecedent approval of the Commission, be filled by appointment without examination for such part of three months as will enable the Commission to provide eligibles. Such temporary appointment, however, shall cease when three eligibles are provided, and no person so temporarily appointed shall serve for a longer period than three months in any one year, unless by authority of the Commission previously obtained.

15. Whenever there are fewer than three eligibles upon a register, the appointing officer may appoint the one eligible, or one of the two eligibles, in the same manner as if three eligibles had been certified, or, if he shall elect not to make a regular appointment from such incomplete register, he shall select for temporary appointment the one eligible, or one of the two eligibles, thus available, unless specific reasons are given, as required by section 4 of Rule VIII, why the selection should not be so made, such reasons to be subject to the approval of the Commission. A temporary appointment made from the register as indicated in this section may continue until a register of three eligibles shall be provided.

16. Whenever the work to be done is in the nature of job employment, temporary in character, and after its completion the services of the employee will not be further needed, and a certificate to that effect is made by the nominating or appointing officer, a temporary appointment may be made, if approved by the Commission, without regard to the condition of any register, for a period of three months, which appointment may, upon request, stating the fact that the work is not yet completed, be extended for a further period of three months, with the antecedent approval of the Commission, but shall cease at the end of such second period.

Section 14 was stricken out.

Sections 15 and 16 were renumbered sections 17 and 18, respectively.

The above amendment is substantially a mere rearrangement of the provisions previously contained in section 13 of Rule VIII, with the addition thereto of section 16, which made a much-needed provision for job employments, temporary in character, where, after the completion of the job, the services of the employee were no longer required. If, for instance, a temporary job of painting or carpenter work was to be done, it was often undesirable and sometimes impossible to select men for this purpose from the eligible lists, bringing them, perhaps, from distant places, and sometimes causing them to lose the opportunity for permanent employment. The Commission had sometimes permitted such temporary employment from the absolute necessity of the case, but it was believed to be wiser to authorize such appointments by a general provision. This amendment authorizes temporary appointment in such cases, if approved by the Commission, for a period of three months, which, if the work is not completed, may be extended three months longer, but must then cease. The Commission recognizes that this provision is liable to abuse if not carefully watched, and it is not generally permitted to apply to employments of a clerical nature, even though they are temporary, if eligibles can be secured.

At the same time section 14, as previously existing, providing that no temporary appointment made from the register should continue longer than six months, was repealed, as it had been found to work to the detriment of the service.

**February 4, 1902.**

Rule X was amended by adding thereto the following section, numbered 10:

10. Operatives and other employees in the Bureau of Engraving and Printing whose duties are similar to those of operatives may be transferred without examination and certificate of the Commission to the position of expert money counter and paper counter in the office of the Secretary of the Treasury, money-order assorter and skilled laborer acting as money-order assorter in the office of the Auditor for the Post-Office Department, and expert counter, feeder, and separator in the office of the Treasurer of the United States. Employees so transferred shall not be charged to the apportionment, and such transfer shall not give them rights of promotion or transfer within the Treasury Department to the apportioned service, or for transfer to other departments, commissions, or offices, greater than the rights belonging to the position from which they were transferred, and they shall not be assigned to other duties than those of the nonapportioned places herein provided for: *Provided*, That appointments made to the positions described in this section other than by transfer from the Bureau of Engraving and Printing shall be subject to the apportionment.

This amendment was based upon the following reasons:

The duties of the positions mentioned are all of the same character and are more mechanical than clerical in nature, consisting in the handling and counting or assorting of paper, whether in the form of blank paper, currency, or money orders. The course of training through which the employees of the Bureau of Engraving and Printing go fits them particularly for the duties of the position to which transfer is allowed, and enables the Department to obtain very efficient employees for such work by reason of a large number from which selection may be made. Employees so transferred do not enter the apportioned service and are not permitted to be assigned to clerical duty; thus the clerical force of the Department is not affected. While the salaries of the position to which transfers are allowed are small, such transfers have a salutary effect on the service, by presenting a prospect of advancement in the same line of work to be obtained by faithful and diligent performance of duty. The amendment is a reversion to the practice that prevailed after the classification of the employees of the Bureau of Engraving and Printing on June 29, 1888, and under regulations approved on February 20, 1897.

**February 7, 1902.**

The following special rule was promulgated:

SPECIAL RULE.

John P. Green, of Ohio, appointed August 27, 1897, to position of postage-stamp agent, at \$2,500 per annum, in the Post-Office Department under an exception from examination, may be treated as occupying a competitive position without examination or certification by the United States Civil Service Commission.

Mr. Green has served in this position since August 27, 1897, under authority of the exception allowing the Postmaster-General two confidential clerks. The change in the rule permitted the retention of Mr. Green in the service and gave the Postmaster-General the appointment of a confidential clerk.

**February 8, 1902.**

Rule III, section 8, clause (f), was amended (1) by striking out the word "Torugas" in the second line and inserting in lieu thereof the words "Mullet Key;" (2) by inserting after the words "Reedy Island," in the same line, the words "Cape Charles, Columbia River;" (3) by striking out the words "Angel Island" in the third line, and inserting in lieu thereof the words "San Francisco;" and (4) by inserting after the word "attendant," in the fourth line, the words "or acting assistant surgeon, or sanitary inspector."

As amended, the clause reads as follows:

(f) Any person employed in the Marine-Hospital Service as quarantine attendant at the Gulf, South Atlantic, Mullet Key, Reedy Island, Cape Charles, Columbia River, and San Francisco quarantine; and any person temporarily employed as quar-

antine attendant, or acting assistant surgeon, or sanitary inspector on quarantine vessels, or in camps or stations established for quarantine purposes during epidemics of contagious diseases in the United States or beyond the seas.

The reasons for this amendment were the special exigencies of the Marine-Hospital Service, owing to the change in quarantine stations and the necessity for immediate temporary appointments of acting assistant surgeons and sanitary inspectors during epidemics of contagious diseases.

**March 13, 1902.**

Section 7 of Rule II was amended by adding thereto the following as a proviso:

*Provided*, That no such person shall be transferred from any department, office, or branch of the service to a position in another department, office, or branch of the service until he has passed the examination prescribed for original entrance to the position to which transfer is proposed.

The section, as amended, reads as follows:

7. A person holding a position on the date said position is classified under the civil-service act shall be entitled to all the rights and benefits possessed by persons of the same class or grade appointed upon examination under the provisions of said act: *Provided*, That no such person shall be transferred from any department, office, or branch of the service to a position in another department, office, or branch of the service until he has passed the examination prescribed for original entrance to the position to which transfer is proposed.

All the extensions of the classified service have been made by including within that service the persons who were in office at the time the classification was made, and the rules provided that a person holding a position when such position was classified should be entitled to all the rights and benefits possessed by persons of the same class and grade appointed upon examination. In case of transfer, however, when such person leaves the branch of the service in which he is employed to enter another branch, it is believed that he ought properly to be subject to an examination equal to that required for the appointment of persons outside the classified service, and the above amendment accordingly provides that no such transfer shall be made until the person to be transferred has passed the examination prescribed for original entrance to the position to which transfer is proposed.

**March 13, 1902.**

Rule X was amended by adding at the end thereof the following section, numbered 11:

11. No person in any department, office, or bureau who has entered the service by reinstatement shall be transferred to any other bureau or office of the same department or to any other department, office, or bureau until he has actually served six months after such reinstatement in the department, office, or bureau in which he was reinstated.

It was found that many persons who had formerly been in the service sought reinstatement not for the purpose of going back to the position they had formerly held, but in order to be transferred to some place in another Department or other branch of the service. Thus persons who had been separated from the service for cause, but without any actual record of delinquency, were often able to secure reinstatement and transfer. The Commission believed that unless the appointing officer under whom the person to be reinstated was formerly employed was willing to accept his services again he should not be reinstated. The above amendment was accordingly recommended, forbidding all transfers of reinstated persons until they had performed actual service for six months after such reinstatement in the Department or office in which they were reinstated.

**April 30, 1902.**

Rule III was amended by striking out all of clause (i), paragraph 8, in relation to positions and employees in or under the Navy Department.

(See Executive order of this date, p. 75, *ante*.)

The purpose of this change is: (1) To place the positions and employees affected

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on the same footing with relation to the civil-service rules as all the other positions under navy-yard regulation; (2) to do away with their unnecessary and accidental exception, and thus reduce by several hundreds the number of excepted positions; (3) to leave said positions and employees, as heretofore, under the navy-yard regulations.

**May 29, 1902.**

The following declaration of the meaning of section 8 of Rule II was promulgated:

Whereas certain misunderstandings have existed in regard to the proper construction of section 8 of Civil-Service Rule II, which provides as follows:

"No removal shall be made from the competitive classified service except for just cause and for reasons given in writing, and the person sought to be removed shall have notice and be furnished a copy of such reasons and be allowed a reasonable time for personally answering the same in writing. Copy of such reasons, notice, and answer, and of the order of removal, shall be made a part of the records of the proper department or office; and the reasons for any change in rank or compensation within the competitive classified service shall also be made a part of the records of the proper department or office."

Now, for the purpose of preventing all such misunderstandings and improper constructions of said section, it is hereby declared that the term "just cause," as used in section 8, Civil-Service Rule II, is intended to mean any cause, other than one merely political or religious, which will promote the efficiency of the service; and nothing contained in said rule shall be construed to require the examination of witnesses or any trial or hearing except in the discretion of the officer making the removal.

The civil-service act places no limit upon the power of removal from office except that it shall not be exercised for a refusal to make political contributions or render political service. But section 8 of Rule II provided that no removal should be made from the competitive classified service except for just cause, and for reasons given in writing, and the persons sought to be removed were to have notice and be furnished with a copy of such reasons, and allowed a reasonable time for personally answering the same in writing. This rule was adopted by President McKinley on July 27, 1897, in pursuance of his general executive authority rather than of any requirement of the law. It was adopted for the purpose of discontinuing a practice which had theretofore existed of removing persons from the classified service upon secret charges which they were not permitted to see or to answer. Such secret charges had frequently been a cloak for purely political removals, and great injustice had been done thereby. After the adoption of this rule removals upon secret charges were no longer made, and the beneficent effect of the rule was generally recognized. At the same time, certain misunderstandings arose in regard to its proper construction. It was claimed by some that the "just cause" mentioned in the rule meant that some willful act of misconduct must have been committed by the person whose removal was sought. It is evident, however, that persons in the service can be and ought to be removed in many cases where they are not willfully at fault—in cases, for instance, where they have become disqualified through physical or mental disability, or cases in which their services are no longer required. It was further believed by many that the provisions requiring written reasons, notice, and an opportunity for answer required, substantially, a trial, the taking of testimony, and proceedings similar to those in a court of law. To require this would give a permanency of tenure in the public service quite inconsistent with the efficiency of the service. But so widespread was this misapprehension that appointing officers often hesitated to remove subordinates who had become useless, or had lost the confidence of their superior officers, because it was feared that specific acts of misconduct could not be proved by sufficient testimony to authorize their dismissal. The President, therefore, upon the recommendation of the Commission, issued on May 29, 1902, an order declaring the meaning of section 8, that the term "just cause" as used therein was intended to mean any cause, other than one merely political or religious, which would promote the efficiency of the service, and that nothing contained in the rule should be construed to require the examination of witnesses or any trial or hearing except in the discretion of the officer

making the removal. The right of removal, therefore, remains as it has always been—discretionary on the part of the appointing officer, the only limitations being that it must be to promote the efficiency of the service; that it must not be for political or religious considerations, and that nothing shall be done in the dark; that the reasons shall be stated and notice given to the person removed, who shall have his opportunity to make answer and to place on file his side of the case. In order that he may do this the reasons must be stated with sufficient definiteness to enable him to understand the exact cause for which his removal is sought and to make an appropriate answer. A mere general statement of inefficiency, misconduct, negligence, inattention to duty, etc., would not be sufficient. It is believed that the construction promulgated on May 29, 1902, has been in the interest of good administration, and no case of the removal of any person from the public service for improper reasons has since been brought to the attention of the Commission. The Commission, on the contrary, believes that even under the present construction a far greater number of employees who ought to be removed will be retained in the service than the number of removals of those who ought to be retained. Appointing officers are usually very reluctant to make removals which involve hardship upon the persons removed.

**June 2, 1902.**

The following special rule was promulgated:

**SPECIAL RULE.**

An appointment to the vacancy now existing in the position of assistant commissioner of immigration at the port of New York may be made without examination under the civil-service rules.

It was believed that at the port of New York the position of assistant commissioner of immigration involved the exercise of administrative functions of a character which could not be well provided by competitive examination, and the condition of the immigration office at the time this rule was made was believed to be such that the discretion of the President should not be limited in regard to the appointment of the assistant commissioner.

**June 21, 1902.**

The following special rule was promulgated:

**SPECIAL RULE.**

The vacancy now existing in the position of clerk of class 4, for designation as disbursing clerk in the Department of Justice, may be filled by the transfer of Mr. Alexander C. Caine from the excepted position of examiner which he now holds in the same Department.

The reason for this rule was the belief of the Department of Justice that the financial responsibility involved in this place was such as to require a larger latitude in making the selection than was permitted by the transfer rule.

**June 28, 1902.**

Section 1 of Rule V was amended by adding thereto the following as a proviso:

*Provided*, That in order to secure a sufficient number of eligibles to meet the needs of the service, foreign-born persons who have declared their intention to become citizens of the United States may be admitted to examinations for the position of copperplate map engraver.

Notwithstanding repeated efforts, the Commission had failed to secure a sufficient number of qualified persons for the position of copperplate map engraver who were citizens of the United States. It was understood, however, that while in this country this work is practically confined to the Government bureaus, in England, Scotland, and Germany there are a number of private establishments in which it is done and from which qualified persons might be obtained. For these reasons and on account of the necessities of the case the above amendment was recommended.

EXCEPTIONS MADE TO THE RULES, WITH THE REASONS THEREFOR.<sup>a</sup>**March 6, 1902.**

Albert H. Clark had been a laborer in the office of the Chief of Engineers, War Department, on the regular rolls since March 16, 1898. His work had been mostly as an assistant in the copperplate printing of maps; and, on account of his ability, experience, and knowledge of the general work of the office, he was particularly fitted for the position of assistant messenger. On February 17, 1902, a letter was received from the Engineer Corps, indicating that Mr. Clark, in the performance of work to which he had been assigned, had ruptured himself in such a manner that he was not able to do the heavy work required in the position he then occupied, and that it was the desire of the Department to promote him to a position for which he was better qualified physically.

Mr. Clark had been examined for the position of messenger on October 1, 1901, and passed with a grade of 85.80, and was on the register for the State of New York, there being at this time about 35 persons, not including preference claimants, ahead of him. The State of New York, under the apportionment, was entitled to 726 appointments, and had received 83+ per cent.

In view of the fact that Mr. Clark was injured in the performance of the duties assigned to him in the service of the Government, the Commission believed his case to be a meritorious one, deserving of special action on the part of the Executive, and recommended that it be authorized to issue a certificate for his original appointment to the position for which the requisition of February 10, 1902, was made.

This recommendation received the President's approval March 6, 1902.

**March 13, 1902.**

Civil-Service Rule V provides that the minimum age limit for entrance to examination for the position of computer in the Naval Observatory and in the Nautical Almanac Office shall be 20 years. Mr. Richard D. Micou was an applicant for this examination fixed for March 25, 1902, and his application papers indicated him to be exceptionally well qualified for this work. He would not, however, reach the age of 20 years until some little time after the date of the examination. In view of the difficulty experienced by the Commission in securing a requisite number of well-qualified eligibles for these positions, the Commission recommended that the President authorize it to accept Mr. Micou's application, notwithstanding he had not yet reached the age required by the rule, and to take similar action in the case of all other applications for this position of like merit.

This recommendation was approved by the President on March 13, 1902.

**April 30, 1902.**

William B. Dulany, a laborer on the rolls of the Post-Office Department, was detailed to the White House on October 2, 1901. A messengership in the White House at \$900 becoming vacant, no person in the classified service in the Departments being found suitable for transfer to the vacancy, and Dulany possessing peculiar qualifications for such a place, a specific exception was made April 30, 1902, of this \$900 messengership in order that he might be appointed to the position.

The various exceptions made under the provisions of section 3 (c) of Rule IV are presented in the form of a table, with full explanatory notes, at page 223, *post*.

<sup>a</sup> In section 2 of the civil-service act it is provided that "any necessary exceptions from said eight fundamental provisions of the rules shall be set forth in connection with such rules, and the reasons therefor shall be stated in the annual reports of the Commission."

REGULATIONS TO GOVERN TRANSFERS AND REINSTATEMENTS.<sup>a</sup>

## NOTE OF EXPLANATION.

In explanation of the following transfer regulations, made necessary by the recent amendment to the rules restricting transfers to the same line of work, it seems desirable to state that one of the chief objects of the civil-service act is to establish a system of free, open, competitive examinations. The latitude given to transfers is in a large degree directly opposed to and is an exception to the general purpose and intent of the act. No specific authority for transfers is found in the civil-service act itself, and they are allowed only as necessary exceptions to competition. The first civil-service rules contained no provision for transfer. It was not until December 5, 1884, that a rule was made allowing transfers, and it was narrowly limited to the Departments at Washington. It required service of one year or more immediately previous to the transfer, and transfer was permitted only when the needs of the service required it. The rule also required an examination, unless the person had already passed an examination. The fact that the person had been in the service was not accepted as a substitute for examination. This based the granting of transfers upon public interests, and made the Commission the judge whether the circumstances were such as to justify an exception to be made. On November 27, 1885, the time limit of service preceding transfer was reduced to six months, and it was required that that service should be immediately previous to the transfer. Increasing latitude was given to the rules until May 6, 1896, when transfers were permitted only along the same line of work, as from a bureau of the Treasury Department in which business relating to the customs was transacted to a classified customs district, and vice versa; from a post-office to the Post-Office Department, etc. Examination was, however, dispensed with, unless the person was to go to a position requiring a different or higher examination. The provision of the rules of May 6, 1896, is restored by the recent amendment.

The regulations to govern transfers are intended to impose such restrictions as will confine transfers, as far as practicable, within the fundamental provision of the act—that is, that they should be warranted by the conditions of good administration. While it is true that nearly all transfers are made primarily for the convenience of the persons transferred, and upon the solicitation of themselves or their friends, and with but little or no direct regard for the public interest, still it is recognized that, with proper safeguards to prevent direct injury to the service from this source, the practice of allowing transfers is wise and warranted by the conditions of good administration, since, in theory at least, it affords opportunity for mobility and elasticity in administration and enables the Government to make use of its servants in the positions in which experience demonstrates their greatest usefulness lies.

## APPORTIONMENT.

One of the chief things to be safeguarded is the apportionment. The recent amendment to the rules makes the Commission the judge whether the apportionment may be waived. The interests of good administration can very seldom *require*, though they may sometimes *permit*, a transfer unless the employee is possessed of some unusual or highly technical knowledge, ability, or skill which is required for the most efficient performance of the duties of the position to which he is to be transferred, and which it would be difficult or impossible to obtain through the ordinary means provided for filling such positions. To such transfers the provisions in relation to apportionment would seldom interpose any obstacle, inasmuch as persons possessing qualifications thus unusually desirable are more often to be found in

<sup>a</sup> For other regulations governing the classified service, see pp. 77-122, Eighteenth Report.



the apportioned than in the unapportioned service. The larger number of requests for transfer calling for a waiver of the apportionment appear to be based upon an exaggeration of the necessities of the case, or yielding to pressure, rather than a just regard for the requirement of apportionment. In most of these cases the interests of the service would have been better subserved if the apportionment had been adhered to. Great injustice has been done to the remoter States in these transfers.

#### SAME LINE OF WORK.

A second consideration is the restriction of transfers to the same line of work. Many persons have been transferred to positions for which there was nothing in their previous service showing qualification. These transfers from alien and inferior grades have broken down the promotion regulations and are contrary to the theory that persons should rise in the service along certain broad lines of demonstrated training and fitness. The history of the rules shows that from the beginning the Commission has been of the view that a transfer should only be permitted along the natural lines of the evolution of the work of the branch of the service in which the person is engaged, or along the line of his trade or profession. Such a restriction may be a hardship to individuals, but on the whole it is in the interests of wise policy and absolutely necessary to the preservation of a just system of promotion and the reduction of the number of instances in which transfers are made purely for personal reasons, to the inconvenience of the service.

It must be remembered also that a large proportion of positions in the service require long training for the full performance of the work incident to them. A free system of transfers produces a constant dissipation of energy in the loss of this training in one position and the acquirement of different training in another. The benefit of the previous training is largely lost where the person is transferred to a different class of work; but where the person rises in the same class of work the training previously received continues to be of value to the service. This theory of promotion and transfer has regard to the conservation and use of this training. This does not mean that a man is debarred from entering a part of the service where a different class of work is performed, but merely that in order to do so he shall show his fitness in open competition for it. It is necessary to guard by rules against the tendency toward making a privileged class of those already in the service and defeating the just claims of persons of superior qualifications seeking original entrance.

In order to facilitate the consideration of the cases of transfers as they arise and to promote consistency in their disposition, the following regulations have been adopted:

#### REGULATIONS TO GOVERN TRANSFERS AND REINSTATEMENTS.

[Adopted March 10, 1902; amended to November 13, 1902.]

Under authority conferred by Rule I of the civil-service rules, the United States Civil Service Commission hereby adopts the following regulations to govern transfers and reinstatements within that part of the civil service of the United States which has been or may hereafter be classified under the civil-service act:

#### REGULATION I.

*Definitions.*—The several terms or phrases hereinafter mentioned, wherever used in Rule X or any of these regulations, shall be construed as follows:

(1) The term "branch of the service" shall be construed as applying to one of the five branches of the service specified in Rule III, clause 1.<sup>a</sup>

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<sup>a</sup> These are: The Departmental Service, the Custom-House Service, the Post-Office Service, the *Government Printing Service*, and the Internal-Revenue Service.

(2) The term "department" shall be construed as referring only to the Executive Departments.

(3) The term "office" shall be construed as applying to independent executive establishments, except that in clause 2 of Rule X, in the provision forbidding the transfer of any person who has not served six months in the *office* in which he became classified, and in the proviso to section 7 of Rule II, forbidding the transfer of any person who was brought into the service by classification until he has passed an examination, the word "office" shall be construed as also meaning any particular office subordinate to a department. Each department or office will be treated as a whole, except so far as part of its force may be subject to the apportionment and part not subject thereto.

(4) The phrase, "the performance of the same class of work, or the practice of the same mechanical trade performed or practiced in the position from which transfer is proposed," as used in clause 2 of Rule X, will be construed as having reference rather to the line of work in the part of the service in which the person is employed than to the casual duties performed by the person himself. The rule is to be regarded as favoring the advancement of employees either along the line of their special trade or profession (other than of an ordinary clerical character) or along the general line of the work performed in the part of the service in which they are engaged. It is intended that transfers shall be facilitated which will be in the nature of promotions, so that training received in one position will be made available elsewhere.

#### REGULATION II.

A transfer from a nonapportioned to an apportioned position shall be charged to the apportionment of the State of which the person transferred is a legal resident, in like manner as an original appointment to the apportioned service; but where a person proposed for transfer to such service has within a year filed an application proving legal residence no further proof of such residence will be required, if the Commission is otherwise satisfied that he is entitled to continue to claim residence in the same State.

#### REGULATION III.

Transfer will not be permitted from the nonapportioned to the apportioned service where the apportionment of the State of which the person to be transferred is a legal resident is in excess, unless the officer making the requisition therefor shall certify that the conditions of good administration in his department or office demand the appointment of the particular person named, setting forth in detail reasons therefor which are satisfactory to the Commission. Approval will be limited to cases where the person sought to be transferred possesses qualifications fitting him for the special requirements of the place, which requirements can not be met by the ordinary methods of promotion or appointment.

#### REGULATION IV.

In parts of the service in which substitutes are employed, the six months' actual service required by clause 2 of Rule X before transfer will be construed as not permitting transfer until six months' service has been rendered after promotion from the substitute roll to the regular roll.

#### REGULATION V.

The transfer and promotion rules, and the regulations made thereunder, will be construed together, and if a proposed transfer involves a promotion the requirement of the promotion rule and regulations must also be observed. A transfer and promotion from a nonapportioned position below the grade of clerk to an apportioned position in a grade equal to the grade of clerk shall not be made upon noncompetitive examination, but only where the person nominated therefor is eligible for promotion.

to a similar position in the Department where he is serving under regulations governing promotion from the subclerical to the clerical grades.

#### REGULATION VI.

(1) The following transfers, where not affected by the limitations of Rule X or XI, may be made without certificate: (a) Transfers within a Department or office. (b) Transfers between mechanical or trades positions of the same kind in the different field services under the same Executive Department. (c) Transfers from mechanical or trades positions of the same kind under the Superintendent of the State, War, and Navy Department building to similar positions under the Secretaries of State, War, and the Navy, and vice versa.

(2) The following transfers may only be made upon certificate, subject to the conditions stated: (a) Transfers between different Departments, offices, or branches of the service, including transfers from the nonapportioned to the apportioned service of the same Department, subject to the provisions relative to actual service, examination, duties, age, and apportionment. (b) Transfers between post-offices subject to the provisions relative to actual service. (c) Transfers from one to another of the following: Post-Office Service, Railway Mail Service, Sea Post Service, Post-Office Inspection Service, Rural Free-Delivery Service, subject to such of the provisions relative to actual service, examination, duties, age, and apportionment as may apply to any case. (d) Transfers between the field services under the same Department, except employees in mechanical or trades positions, subject to the provisions relative to actual service, examination, and duties.

#### REGULATION VII.

*In the Indian Service:* (a) Physicians, school superintendents, assistant superintendents, supervisors of schools, day-school inspectors, school teachers, assistant teachers, teachers of industries, disciplinarians, and kindergarten teachers will be treated as eligible for transfer to clerical positions and to the position of storekeeper without examination. (b) Persons in other positions in the Indian Service which are subject to educational examinations may be transferred to the clerical positions named upon passing the clerk examination. Persons proposed for transfer under this regulation must have served a probationary period of six months before they can be accepted as eligible for examination for transfer. (c) A statement approved by the Secretary of the Interior that a classified employee in the Indian Service is qualified for the duties of a given noneducational position therein, to which transfer is proposed, will be accepted as an examination in lieu of the statements of vouchers heretofore required.

#### REGULATION VIII.

Where a person nominated for transfer has previous to the date of the requisition therefor passed the examination required for the position to which transfer is proposed, or an examination or other tests which the Commission shall deem equivalent thereto, the Commission may in its discretion waive further examination; and the restriction in clause 2 of Rule X in regard to "the performance of the same class of work," etc., shall not be so construed as to prevent the transfer of a person who has been appointed from a register from which, in accordance with section 1 of Rule VIII, he would have been in turn to be certified for appointment to the position to which transfer is proposed.

#### REGULATION IX.

When a requisition has been made under section 1 of Rule VIII for a certification of eligibles and the Commission has either certified eligibles or made public announce-

ment of a special examination to secure such eligibles, the vacancy shall not thereafter be filled by transfer or reinstatement without the consent of the Commission.

#### REGULATION X.

No reinstatement shall be made of any person who is a legal resident of a State which at the time has received at least one hundred per cent of the appointments to which it is entitled under the provisions regulating apportionment, except in case of persons entitled to preference under section 1754, R. S.

JOHN R. PROCTER, *President*.

### CLASSIFICATIONS OF TEMPORARY APPOINTEES.

The following statement enumerates and explains all permanent appointments in the classified service from January 20, 1899, to June 30, 1902, of persons temporarily employed in classified and unclassified positions:

The first provision permitting permanent appointment of temporary employees was contained in the following special rule of the President, which was promulgated on January 20, 1899, and rescinded on May 29, 1899:

Persons appointed temporarily under the provisions of Rule VIII, clause 12, of the civil-service rules, in the Navy Department, may be treated as absolutely in the classified civil service under the following conditions:

1. That such persons entered on duty prior to September 15, 1898, and have been continuously in the service.

2. That the services of such persons have proved satisfactory to their immediate superiors, who shall certify that they can not be dispensed with without detriment to the public interests.

3. That such persons shall have attained an efficiency record of 75 for the six months ended December 31, 1898, under the provisions of the Navy Department Order No. 13, adopted by the Commission July 29, 1896.

4. Such persons shall not be eligible for transfer to positions in the departments at Washington except after service of six months and under the conditions prescribed in Civil-Service Rule X, and upon a statement by the head of the department requesting the transfer that the conditions of good administration demand the appointment of the person nominated because of some special requirement of the place or qualifications of the person for the place which can not otherwise be reasonably met.

Every absolute appointment under this rule shall be reported to the Civil Service Commission in the usual monthly reports of the Department.

The total number thus appointed was 134.

The second provision for the permanent appointment of temporary employees was embraced in the revision of the civil-service rules of May 29, 1899, being section 15 (later section 17) of Rule VIII:

All persons serving under temporary appointments at the date of the approval of this section may be permanently appointed, in the discretion of the proper appointing officers; and the special rule, approved January 20, 1899, relative to temporary appointments in the Navy Department, is hereby rescinded.

The total number of appointments under this provision is 1,107.

The third provision for the permanent appointment of temporary employees was also contained in a special rule, promulgated on May 24, 1900, relating to the Navy Department, and was as follows:

Enlisted yeomen now on duty in the Bureau of Navigation and the Bureau of Medicine and Surgery, Navy Department, may be transferred and appointed, without examination, as civilian employees in said bureaus in grades no higher than that of copyist, according to the character of work which they are now performing.

This special rule resulted from a request contained in a letter from the Secretary of the Navy to the Civil Service Commission, under date of May 14, 1900, in which the following explanation of the necessity for such a rule was made:

The detail of enlisted men to the bureaus of Navigation and Medicine and Surgery was the result of increased work in said bureaus incident to the Spanish-American war. The amount of work in the two bureaus, however, has not decreased to such an extent since the close of the war that the services of these yeomen can be dispensed with. As it is against the policy of the Department to detail yeomen to shore stations, except in a war emergency, Congress was requested to make provision for additional civilian positions to which these yeomen could be transferred. They have become proficient in their duties, and could not be replaced by a like number of new appointees, who would of necessity lack experience in the work of the bureaus in question, without serious detriment to the Department's interests.

The total number thus appointed was 26.

The fourth class of temporary employees, known as Spanish-American war emergency employees, was classified by section 3 of the legislative, executive, and judicial appropriation act for the year ending June 30, 1903, approved April 28, 1902, which is as follows:

That the additional clerks on the temporary rolls, and other employees rendered necessary because of increased work incident to the war with Spain, and under the act of June 13, 1898, providing for war expenditures, and for other purposes, heretofore appointed, and who are now employed in the several departments of the Government, are hereby transferred to the classified service as of their present grade or rate of compensation, respectively, and shall be continued in the several departments where now employed without further examination, subject, however, to transfer, promotion, or removal, the same as other clerks and employees in the classified service.

The total number of employees thus classified was 850.

This class of temporary employees was created by Congress at the beginning of the Spanish-American war, and was continued by successive appropriations, to meet the increase of work incident to that war. Congress specifically stated that they should be appointed without compliance with the provisions of the civil-service act, and declared that temporary employees should not be appointed in the War Department by transfer from the classified service. The legislation creating and continuing this class of employees is given in full:

#### WAR DEPARTMENT.

For the temporary employment of such additional force of clerks, messengers, laborers, and other assistants as, in the judgment of the Secretary of War, may be proper and necessary to the prompt, efficient, and accurate dispatch of official business in the War Department and its bureaus, to be allotted by the Secretary of War to such bureaus and offices as the exigencies of the existing situation may demand, \$50,000.—(Chapter 368, act making appropriations to supply deficiencies in the appropriations for the payment of pensions and for other objects for the fiscal year 1898, and for other purposes, approved May 31, 1898.)

#### TREASURY DEPARTMENT.

For the following clerks in the office of the Auditor for the War Department and in the office of the Auditor for the Navy Department, for a period not exceeding from the date of the approval of this act until including March 31, 1899, namely:

Office of Auditor for the War Department: For 8 clerks of class 4; 17 clerks of class 3; 10 clerks of class 2; and 30 clerks of class 1; in all, \$78,766.32, or so much thereof as may be necessary.

Office of Auditor for the Navy Department: For 2 clerks of class 3; 3 clerks of class 2; 4 clerks of class 1; 6 clerks, at the rate of \$1,000 per annum each; 4 clerks, at the rate of \$900 per annum each; in all, \$18,745.72, or so much thereof as may be necessary.—(Same act as above.)

INTERNAL-REVENUE SERVICE.

And for the expense connected with the assessment and collection of taxes provided by this act there is hereby appropriated the sum of \$100,000, or so much thereof as may be required, out of any moneys in the Treasury not otherwise appropriated, for the employment of such deputy collectors and other employees in the several collection districts in the United States, and such clerks and employees in the Bureau of Internal Revenue as may, in the discretion of the Commissioner of Internal Revenue, be necessary, for a period not exceeding one year, to be compensated for their services by such allowances as shall be made by the Secretary of the Treasury upon the recommendation of the Commissioner of Internal Revenue. And the Commissioner of Internal Revenue is authorized to employ ten agents, to be known and designated as internal-revenue agents, in addition to the number now authorized in section 3152 of the Revised Statutes as amended, and the existing provisions of law in all other respects shall apply to the duties, compensation, and expenses of such agents.—(Chapter 448, an act to provide ways and means to meet war expenditures, and for other purposes, approved June 13, 1898.)

WAR DEPARTMENT.

For the employment of such additional temporary force of clerks, messengers, laborers, and other assistants as in the judgment of the Secretary of War may be proper and necessary to the prompt, efficient, and accurate dispatch of official business in the War Department and its bureaus, to be allotted by the Secretary of War to such bureaus and offices as the exigencies of the existing situation may demand, for the six months beginning July 1, 1898, \$207,000.

The temporary force authorized by this section of this act, and the clerical force and other employees appropriated for in the act to provide ways and means to meet war expenditures, and for other purposes, approved June 13, 1898, and the act making appropriation to supply deficiencies in the appropriations for the payment of pensions and for other objects for the fiscal year 1898, and for other purposes, approved May 31, 1898, shall be appointed for a term not exceeding one year, as authorized, respectively, without compliance with the conditions prescribed by the act entitled "An act to regulate and improve the civil service," approved January 16, 1883.—(Chapter 572, an act making appropriations to supply deficiencies in the appropriations for the fiscal year ending June 30, 1898, and for prior years, and for other purposes, approved July 7, 1898.)

TREASURY DEPARTMENT.

For such additional temporary force in the Internal-Revenue Service as in the judgment of the Commissioner of Internal Revenue may be necessary to carry into effect the act to provide ways and means to meet war expenditures, and for other purposes, the office force in the Internal-Revenue Bureau to be appointed by the Secretary of the Treasury on the recommendation of the Commissioner of Internal Revenue, and the internal-revenue agents and deputy collectors of internal revenue paid from this appropriation shall be selected and appointed, respectively, under the provisions of section 3152 and section 3148 of the Revised Statutes, to be available from the date of approval of the foregoing act, and to continue available during the fiscal year 1899, \$500,000.—(Same act as above.)

WAR DEPARTMENT.

For the employment of such additional temporary force of clerks, messengers, laborers, and other assistants as in the judgment of the Secretary of War may be proper and necessary to the prompt, efficient, and accurate dispatch of official business in the War Department and its bureaus, to be allotted by the Secretary of War to such bureaus and offices as the exigencies of the needs of the service may demand, \$300,000.—(Chapter 41, an act making appropriations to supply urgent deficiencies in the appropriations for the support of the military and naval establishments for the last six months of the fiscal year ending June 30, 1899, and for other purpose, approved January 5, 1899.)

TREASURY DEPARTMENT.

Office of the Auditor for the War Department: For the following additional force, from April 1, 1899, until March 31, 1900, inclusive, rendered necessary because of

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increased work incident to the war with Spain: 8 clerks of class 4; 17 clerks of class 3; 10 clerks of class 2; 30 clerks of class 1; 10 clerks at \$1,000 each; 10 clerks at \$900 each, and 3 laborers; in all, \$112,580.

For the temporary employment of additional clerks and messengers, in the discretion of the Secretary of the Treasury, as may be required in the office of the Auditor for the War Department, for the prompt and efficient examination and auditing of the accounts of revenue collected and disbursed by military authority in the West India islands occupied by United States forces, \$25,000, to be available from and after April 1, 1899.

Office of Auditor for Navy Department: For the following additional force from April 1, 1899, until March 31, 1900, inclusive, rendered necessary because of increased work incident to the war with Spain: 2 clerks of class 3; 3 clerks of class 2; 4 clerks of class 1; 6 clerks at \$1,000 each; and 4 clerks at \$900 each; in all, \$21,800.

Office of the Register of the Treasury: For the following additional force from April 1, 1899, to March 31, 1900, inclusive, rendered necessary because of increased work incident to the war with Spain: 3 clerks of class 1 and 3 clerks at \$1,000 each; in all, \$6,600.

### INTERNAL-REVENUE SERVICE.

For the additional clerks and other employees in the office of the Commissioner of Internal Revenue, and for salaries and expenses of increased force of deputy collectors, rendered necessary by the act of June 13, 1898, providing for war expenditures, and for other purposes, and for salaries and expenses of 10 additional agents provided for in section 3, and the 20 additional clerks and agents provided for in section 47 of said act of June 13, 1898, \$650,000.—(Chapter 187, an act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1900, and for other purposes, approved February 24, 1899.)

### WAR DEPARTMENT.

For the employment during the nine months beginning July 1, 1899, of such additional temporary force of clerks, messengers, laborers, and other assistants as in the judgment of the Secretary of War may be proper and necessary to the prompt, efficient, and accurate dispatch of official business in the War Department and its bureaus, to be allotted by the Secretary of War to such bureaus and offices as the exigencies of the needs of the service may demand, \$450,000. Persons in the classified service of the Government shall not be eligible to appointment under this appropriation, or to be transferred from any position in the classified service to positions paid hereunder; and any appointments or employments heretofore so made and payable from appropriations of this character for additional employees rendered necessary because of increased work incident to the war with Spain shall be vacated on or before July 1, 1899.—(Same act as above.)

### POST-OFFICE DEPARTMENT.

For the employment during the nine months beginning July 1, 1899, of such additional temporary force of clerks and other employees as in the judgment of the Postmaster-General may be proper and necessary to the prompt, efficient, and accurate dispatch of business in the office of the First Assistant Postmaster-General, \$13,400.—(Same act as above.)

SECTION 3. That the term of temporary service of such additional clerks and other employees rendered necessary because of increased work incident to the war with Spain who have been appointed in the various departments of the Government under the provisions of "An act making appropriations to supply deficiencies in the appropriations for the fiscal year ending June 30, 1898, and for prior years, and for other purposes," approved July 7, 1898, shall be extended for the term of one year without compliance with the conditions prescribed by the act entitled "An act to regulate and improve the civil service," approved January 16, 1883, provided they are otherwise competent.—(Same act as above.)

### TREASURY DEPARTMENT.

Office of the Secretary: The temporary or additional force rendered necessary because of increased work incident to the war with Spain, provided for in the act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1900, approved February 24, 1899, or provided for in any other act making appropriations for said temporary or additional

force rendered necessary because of increased work incident to the war with Spain, shall be appointed hereafter without compliance with the conditions prescribed by the act entitled "An act to regulate and improve the civil service," approved January 16, 1883.—(Chapter 427, an act making appropriations to supply deficiencies in the appropriations for the fiscal year ending June 30, 1899, and for prior years, and for other purposes, approved March 3, 1899.)

TREASURY DEPARTMENT.

To continue the employment of the following clerks and other employees from April 1 to June 30, 1900, inclusive, rendered necessary because of increase of work incident to the war with Spain, namely:

Office of the Secretary: For 2 clerks at the rate of \$900 per annum each, and 6 paper counters and labelers, at the rate of \$620 per annum each, in the division of loans and currency; in all, \$1,380.

Office of Auditor for Treasury Department: For 3 clerks of class 1, \$900.

Office of Auditor for War Department: For 8 clerks of class 4; 17 clerks of class 3; 10 clerks of class 2; 30 clerks of class 1; 10 clerks at \$1,000 per annum each; 10 clerks at \$900 per annum each, and three laborers at the rate of \$660 per annum each; in all, \$28,145.

Office of the Auditor for Navy Department: For 2 clerks of class 3; 3 clerks of class 2; 4 clerks of class 1; 6 clerks at \$1,000 per annum each, and 4 clerks at \$900 per annum each; in all, \$5,450.

Office of the Register of the Treasury: For 3 clerks of class 1, and 3 clerks at \$1,000 per annum each; in all, \$1,650.

Office of the Treasurer of the United States: For the following, from February 1 to June 30, 1900, inclusive, namely: 3 clerks at the rate of \$900 per annum each and 3 expert counters at the rate of \$720 per annum each; in all, \$2,025.—(Chapter 14, an act making appropriations to supply urgent deficiencies in the appropriations for the fiscal year ending June 30, 1900, and for prior years, and for other purposes, approved February 9, 1900.)

POST-OFFICE DEPARTMENT.

To continue the employment during the three months beginning April 1, 1900, of such additional temporary force of clerks and other employees as in the judgment of the Postmaster-General may be proper and necessary for the prompt, efficient, and accurate dispatch of the business in the office of the First Assistant Postmaster-General, \$4,450.—(Same act as above.)

TREASURY DEPARTMENT.

Office of Auditor for War Department: For continuing the following additional force rendered necessary because of increase of work incident to the war with Spain: 8 clerks of class 4; 17 clerks of class 3; 10 clerks of class 2; 30 clerks of class 1; 10 clerks at \$1,000 per annum each; 10 clerks at \$900 per annum each, and 3 laborers; in all, \$112,580.

Office of Auditor for Navy Department: For continuing the following additional force rendered necessary because of increased work incident to the war with Spain: 2 clerks of class 3; 3 clerks of class 2; 4 clerks of class 1; 6 clerks at \$1,000 per annum each, and 4 clerks at \$900 per annum each; in all, \$21,800.

Office of Auditor for Post-Office Department: For additional force for bringing up work of assorting and checking money orders one year or more in arrears, and for increase of business, namely: For 5 clerks of class 4; 4 clerks of class 3; 5 clerks of class 2; 8 clerks of class 1; 12 clerks at \$1,000 per annum each, and 5 clerks at \$900 per annum each; in all, \$48,500.

Office of the Register of the Treasury: For continuing the following additional force rendered necessary because of increased work incident to the war with Spain: 3 clerks of class 1 and 3 clerks at \$1,000 per annum each; in all, \$6,600.

Internal-Revenue Service: For continuing the additional clerks and other employees in the office of the Commissioner of Internal Revenue, and for salaries and expenses of increased force of deputy collectors, rendered necessary by the act of June 13, 1898, providing for war expenditures, and for other purposes, and for salaries and expenses of 10 additional agents provided for in section 3, and the 20 additional clerks and agents provided for in section 47 of said act of June 13, 1898, \$650,000.—(Chapter 192, an act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1901, and for other purposes, approved April 17, 1900.)



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### WAR DEPARTMENT.

For continuing the employment of such additional temporary force of clerks, messengers, laborers, and other assistants, rendered necessary because of increased work incident to the war with Spain, as in the judgment of the Secretary of War may be proper and necessary to the prompt, efficient, and accurate dispatch of official business in the War Department and its bureaus, to be allotted by the Secretary of War to such bureaus and offices as the exigencies of the needs of the service may demand, \$600,000. Persons in the classified service of the Government shall not be eligible to appointment under this appropriation or other appropriations for additional employees because of increased work incident to the war with Spain, or to be transferred from any position in the classified service to positions paid under this or said other appropriations.—(Same act as above.)

### OFFICE OF FIRST ASSISTANT POSTMASTER-GENERAL.

For continuing the employment of such additional temporary force of clerks and other employees rendered necessary because of increase of work incident to the war with Spain, as in the judgment of the Postmaster-General may be proper and necessary to the prompt, efficient, and accurate dispatch of the business, in the office of the First Assistant Postmaster-General, \$17,850.—(Same act as above.)

SECTION 3. That the term of temporary service of such additional clerks and other employees rendered necessary because of increased work incident to the war with Spain, and under the act of June 13, 1898, providing for war expenditures and for other purposes, appointed in the various departments of the Government, shall be extended for the term of one year from June 30, 1900, without compliance with the conditions prescribed by the act entitled "An act to regulate and improve the civil service," approved January 16, 1883, provided they are otherwise competent.—(Same act as above.)

### TREASURY DEPARTMENT.

Office of the Comptroller of the Treasury: For 5 temporary clerks, at the rate of \$1,600 per annum each, during the remainder of the fiscal year 1901, to dispose of accumulated appeals from the Auditor for the War Department, \$2,622.20, or so much thereof as may be necessary.

Office of the Auditor for War Department: For continuing the following additional force rendered necessary because of increased work incident to the war with Spain: 8 clerks of class 4; 17 clerks of class 3; 10 clerks of class 2; 30 clerks of class 1; 10 clerks, at \$1,000 per annum each; 10 clerks, at \$900 per annum each; and 3 laborers; in all, \$112,580.

Office of Auditor for Navy Department: For continuing the following additional force rendered necessary because of increased work incident to the war with Spain: 2 clerks of class 3; 3 clerks of class 2; 4 clerks of class 1; 6 clerks, at \$1,000 per annum each; 4 clerks, at \$900 per annum each; in all, \$21,800.

Office of Auditor for Post-Office Department: For additional force for bringing up work of assorting and checking money orders one year or more in arrears, and for increased business, namely: For 5 clerks of class 4; 4 clerks of class 3; 5 clerks of class 2; 8 clerks of class 1; 12 clerks, at \$1,000 per annum each; and 5 clerks, at \$900 per annum each; in all, \$48,500.

Internal-Revenue Service: For continuing the additional clerks and other employees in the office of the Commissioner of Internal Revenue, and for salaries and expenses of increased force of deputy collectors rendered necessary by the act of June 13, 1898, providing for war expenditures and for other purposes, and for salaries and expenses of 21 additional agents, to be appointed under the provisions of section 3 of said act, in lieu of the 10 additional agents provided for in section 3 and the 20 additional clerks and agents provided for in section 47 of said act of June 13, 1898, \$550,000.—(Chapter 830, an act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1902, and for other purposes, approved March 3, 1901.)

### WAR DEPARTMENT.

For continuing the employment of such additional temporary force of clerks, messengers, laborers, and other assistants rendered necessary because of increased work incident to the war with Spain as, in the judgment of the Secretary of War, may be proper and necessary to the prompt, efficient, and accurate dispatch of official business in the War Department and its bureaus, to be allotted by the Secretary of War

to such bureaus and offices as the exigencies of the needs of the service may demand, \$600,000. Persons in the classified service of the Government shall not be eligible to appointment under this appropriation or other appropriations for additional employees because of increased work incident to the war with Spain, or to be transferred from any position in the classified service to positions paid under this or said other appropriation.—(Same act as above.)

POST-OFFICE DEPARTMENT.

For continuing the employment of such additional temporary force of clerks and other employees rendered necessary because of increase of work incident to the war with Spain as, in the judgment of the Postmaster-General, may be proper and necessary to the prompt, efficient, and accurate dispatch of the business in the office of the First Assistant Postmaster-General, \$20,000.—(Same act as above.)

TREASURY DEPARTMENT.

Office of Auditor for War Department: For continuing the following additional force rendered necessary because of increased work incident to the war with Spain: 8 clerks of class 4; 17 clerks of class 3; 10 clerks of class 2; 30 clerks of class 1; 10 clerks, at \$1,000 per annum each; 10 clerks, at \$900 per annum each, and 3 laborers; in all, \$112,580.

Office of Auditor for Navy Department: For continuing the following additional force rendered necessary because of increased work incident to the war with Spain: 2 clerks of class 3; 3 clerks of class 2; 4 clerks of class 1; 6 clerks, at \$1,000 per annum each, and 4 clerks, at \$900 per annum each; in all, \$21,800.

Office of Register of the Treasury: For continuing the following additional force rendered necessary because of increased work incident to the war with Spain: 3 clerks of class 1; 3 clerks, at \$1,000 per annum each; in all, \$6,600.

Internal-Revenue Service: For continuing the additional clerks and other employees in the office of the Commissioner of Internal Revenue, and for salaries and expenses of increased force of deputy collectors rendered necessary by the act of June 13, 1898, providing for war expenditures, and for other purposes, and for salaries and expenses of 20 additional agents provided for in section 3, and the 20 additional clerks and agents provided for in section 47 of said act of June 13, 1898, \$550,000.—(Legislative, executive, and judicial appropriation act for the fiscal year ending June 30, 1903, approved April 28, 1902.)

WAR DEPARTMENT.

For continuing the employment of such additional temporary force of clerks, messengers, laborers, and other assistants, rendered necessary because of increased work incident to the war with Spain, as in the judgment of the Secretary of War may be proper and necessary to the prompt, efficient, and accurate dispatch of official business in the War Department and its bureaus, to be allotted by the Secretary of War to such bureaus and offices as the exigencies of the needs of the service may demand, \$596,400. Persons in the classified service of the Government shall not be eligible to appointment under this appropriation, or other appropriations for additional employees, because of increased work incident to the war with Spain, to be transferred from any position in the classified service to positions paid under this or said other appropriation.—(Same act as above.)

POST-OFFICE DEPARTMENT.

For continuing the employment of such additional temporary force of clerks and other employees, rendered necessary because of increase of work incident to the war with Spain, as in the judgment of the Postmaster-General may be proper and necessary to the prompt, efficient, and accurate dispatch of the business in the office of the First Assistant Postmaster-General, \$20,000.—(Same act as above.)

Section 3 of the legislative, executive, and judicial appropriation act for the year ending June 30, 1902, contained the same provisions to continue these appointments without compliance with the requirements of the civil-service act as was contained in the same section of two prior legislative, executive, and judicial appropriation acts already quoted, but for the year ending June 30, 1903, the provision classifying these employees was substituted.

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*Permanent appointments in the classified service, from January 20, 1899, to June 30, 1902, of persons temporarily employed in classified or unclassified positions.*

## NAVY DEPARTMENT.

[See Special Rule of January 20, 1899, p. 97.]

January 20 to May 29, 1899:	
In Department proper .....	18
Outside Department proper.....	116
Total.....	134
Yeomen, May 24, 1900 (see Special Rule, p. —.), in Bureaus of Navigation and Medicine and Surgery:	
Clerk.....	1
Copyists.....	22
Assistant messengers.....	2
Laborer.....	1
Total.....	26

*Under section 15 (now 17) of Rule VIII.*

## DEPARTMENT OF STATE.

In Department proper .....	2
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## TREASURY DEPARTMENT.

In Department proper:	
Office of Secretary .....	1
Bureau of Engraving and Printing .....	28
Mint .....	1
Coast and Geodetic Survey .....	7
Outside Department proper:	
Assistant custodian and janitor service.....	21
Customs Service .....	34
Immigration Service .....	7
Light-House Service.....	83
Marine-Hospital Service .....	74
Mint and Assay Service: <sup>a</sup>	
Philadelphia.....	69
New Orleans.....	26
San Francisco .....	5
Seattle .....	11
Carson .....	2
Denver.....	5
St. Louis .....	1
Helena.....	3
Deadwood .....	2
Boise.....	3
New York .....	4
Shipping commissioner.....	1
Special Agents' division .....	3
Steamboat-Inspection Service .....	3
Subtreasury Service .....	4
Total.....	398

## WAR DEPARTMENT.

In Department proper .....	12
Outside Department proper:	
Engineer Department at large.....	18
Medical Department at large .....	18
Ordnance Department at large.....	20
Pay Department at large .....	39
Quartermaster's Department at large.....	338
Signal Service at large .....	2
Subsistence Department at large .....	59
Headquarters of the Army.....	1
Military Academy .....	1
Total.....	503

<sup>a</sup> Most of the permanent appointments in the Mint and Assay Service were of persons temporarily employed during the adjustment of that service under the rules.

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## NAVY DEPARTMENT.

In Department proper .....	2
Outside Department proper .....	44
Total .....	46

## POST-OFFICE DEPARTMENT.

In Department proper .....	15
Post-Office Service .....	16
Total .....	31

## INTERIOR DEPARTMENT.

In Department proper .....	11
Outside Department proper:	
Indian Service .....	44
Land offices .....	16
Surveyor-General offices .....	10
Pension agencies .....	11
Total .....	92

## DEPARTMENT OF JUSTICE.

In Department proper .....	2
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## DEPARTMENT OF AGRICULTURE.

In Department proper .....	2
Outside Department proper .....	7
Total .....	9
Government Printing Office .....	22
Fish Commission .....	1
State, War, and Navy Department building .....	1
Grand total in departments, section 15 of Rule VIII .....	1,107

*Temporary war emergency employees transferred to the classified service by act of Congress,  
approved April 28, 1902.*

(See p. 98 *et seq.*)

## TREASURY DEPARTMENT.<sup>a</sup>

Secretary's office:	
Clerks .....	2
Paper counters .....	5
Laborer .....	1
Auditor for the Treasury: Clerks .....	7
Auditor for the War Department:	
Clerks .....	85
Laborers .....	2
Auditor for the Navy Department: Clerks .....	19
Register of the Treasury: Clerks .....	6
Office of Internal Revenue:	
Law clerk .....	1
Clerks .....	97
Assistant messengers .....	2
Laborers .....	8
Total .....	230

## WAR DEPARTMENT.

Office of the Secretary of War:	
Clerks .....	65
Messengers .....	25
Chief telegrapher .....	1
Telegraph operators .....	8
Assistant chief of division .....	1
Law officer .....	1
Translator .....	1
Telephone operator .....	1

<sup>a</sup> The Department reported 10 additional employees, who, being mere laborers, were not included in the classification or in this list.

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## WAR DEPARTMENT—continued.

### Office of the Secretary of War—Continued.

Foreman.....	1
Machinists.....	2
Watchmen.....	9
Engineer.....	1
Fireman.....	1
Elevator conductor.....	1

### Office of Adjutant-General:

Clerks.....	158
Draftsman.....	1
Translators.....	2
Photographer.....	1
Messengers.....	16

### Office of Quartermaster-General:

Clerks.....	87
Draftsmen.....	3
Messengers.....	7
Marine engineer.....	1
Boot and shoe inspector.....	1
Special textile inspector.....	1

### Office of Chief of Ordnance:

Clerks.....	46
Messengers.....	3

### Office of Commissary-General:

Clerks.....	37
Messenger.....	1

### Office of Surgeon-General:

Clerks.....	40
Messenger.....	1

### Office of Paymaster-General:

Clerks.....	33
Messengers.....	4

### Office of Chief Signal Officer:

Clerks.....	14
Messenger.....	1

### Office of Judge-Advocate-General:

Clerks.....	5
Messenger.....	1

### Office of Inspector-General:

Clerks.....	4
Messenger.....	1

Total..... 547

## POST-OFFICE DEPARTMENT.

Office of the First Assistant Postmaster-General: Clerks..... 33

Grand total, war emergency classified..... 850

Grand total, January 20, 1899, to June 30, 1902..... 2,117

## EXTENT OF THE CLASSIFIED SERVICE.

The seventeenth and several preceding reports of the Commission showed the extensions of the classified service from January 16, 1883, to dates of publication, in tables giving in detail the number of persons classified by the first and all succeeding orders of classification, and the growth of the service by extension of classification to post-offices receiving free-delivery service and to custom-houses attaining a sufficient number of employees to extend classification thereto under the civil-service rules. The number of positions which had been thus brought into the classified service and of which detailed account had been kept numbered 83,737 on June 30, 1901. The *natural growth* of the service by increase in the number of employees in *departments and offices already classified* was not included as an item in making up this

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statement, and there were also other additions made before that time, the precise number of which has since been ascertained. Such additions, together with those made since that time and up to June 30, 1902, are shown in the following table:

Inclusions as shown by Seventeenth Report (p. 202) .....	83,737
January 20, 1899, temporary employees of the Navy Department made permanent under special rule <sup>a</sup> .....	134
May 29, 1899, temporary employees serving on that date and since made permanent under paragraph 15 (now 17) of Rule VIII <sup>a</sup> .....	1,107
May 24, 1900, yeomen classified under special rule .....	26
August 1, 1901, employees of the Florida State Board of Health transferred to the Marine-Hospital Service .....	32
November 18, 1901, field services, War Department, reincluded <sup>b</sup> .....	1,888
November 27, 1901, Rural Free-Delivery Service—clerks, route inspectors, special agents, messengers, etc. <sup>b</sup> .....	342
February 1, 1902, Rural Free-Delivery Service—carriers <sup>b</sup> .....	6,009
April 28, 1902, temporary war emergency employees transferred to the classified service by act of Congress <sup>b</sup> .....	850
Post-offices given free delivery .....	56

January 16, 1883, to June 30, 1902, number of places classified, as shown by detailed statement of extension, excluding natural growth of the service ..... 94,689

As the total given above does not show the number of persons now in the classified service, for the reason that the increase by mere natural growth has not been included, the following table is submitted as showing approximately the extent of the classified service in the Departments at Washington, D. C., and outside, on July 1, 1902 (837 Census Office employees having been included on that date in the number of employees in the classified competitive service of the Department of the Interior):

*Approximated statement of the number of competitive classified positions, excepted and excluded positions, and unclassified positions (Presidential and below classification), in the Departments at Washington, D. C., and outside, on June 30, 1902.*

Department.	Classified competitive.		Excepted and excluded.		Unclassified.				Total.
	In. <sup>c</sup>	Out. <sup>c</sup>	In.	Out.	In.		Out.		
					Presi- dential.	Below. <sup>c</sup>	Presi- dential.	Below.	
White House .....	25		2			1			28
State .....	84		4		4	6			98
Consular Service .....							765		765
Treasury .....	5,239	16,750	11	3,209	33	629	576	2,441	28,888
War .....	1,716	7,613	4	90	2	62	7	17,756	27,250
Navy .....	452	16,080	98	420	2	9		180	17,241
Post-Office .....	1,119	49,371	9	970	5	155	4,731	80,027	136,387
Interior .....	4,232	2,929	96	6,786	313	331	376	1,468	16,536
Justice .....	96	116	29	488	11	9	152		901
Agriculture .....	606	1,476	34	172	3	428		756	3,475
Labor .....	94				1	7			102
Fish Commission .....	60	117	1		1	4		59	242
Interstate Commerce Commission .....	112		2		5	14			133
Civil Service Commission .....	62				5				67
Smithsonian Institution .....	228		3			119			350
Government Printing Of- fice .....	3,865				1	230			4,096
State, War, and Navy De- partment building .....	120					99			219
Total .....	18,110	94,452	293	12,135	391	2,103	6,607	102,687	236,778

<sup>a</sup>The temporary employees made permanent under the special rule of January 20, 1899, and under paragraph 15 of Rule VIII of the rules as amended on May 29, 1899, have been included in this statement for the reason that it was claimed that nearly all such employees were additional and were rendered necessary on account of the war with Spain, and their retention in the service constitutes a growth in the number of classified employees.

<sup>b</sup>See pages 9-13 of this report. The number of rural carriers had grown to 8,590 on June 30, 1902.

<sup>c</sup>The words "in" and "out" indicate whether employees serve in the departments at Washington, D. C., or outside. The word "below" indicates below classification—mere laborers.

<sup>d</sup>71,193 of these are fourth-class postmasters.

# DECISIONS OF THE COMMISSION.

(Revised to September 23, 1902.)

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DECISIONS.

AGE LIMITS.

1. *For transfer to Railway Mail Service.*—Age limitation does not bar transfer from Post-Office Service to Railway Mail Service of persons who have been for a period of years engaged upon the work of city distribution on detail to the Railway Mail Service from the Post-Office Service, and who are to be engaged upon city distribution after such transfer, the transfer not requiring any change in the duties already performed by them on detail. (Minutes, July 13, 1898, clause 1; Aug. 7, 1899, clause 15 Sept. 11, 1899, clause 2.)

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### APPLICATION.

1. *Addresses of applicants not to be furnished to private parties.*—Requests for permission to copy names and addresses of applicants will be denied. This is information which should not be made accessible to private individuals for private enterprises. (Minutes, July 3, 1897, vol. 21, p. 288.)

2. *Cancellation of.*—A false statement made in an application, or failure to correct any faults or supply any deficiencies in an application when called upon by the Commission to do so, will be regarded as ground for cancellation of the application and of any examination which may have been given upon the same. (Minutes, Jan. 6, 1899, clause 9; Jan. 18, 1899, clause 2, etc. See also Certification, sec. 5, p. 113.)

3. *Citizenship: Applicants who are not native-born citizens of the United States must produce evidence of full citizenship.*—Hereafter no application for examination in any branch of the classified service made by a person who is not a native-born citizen of the United States shall be approved by any person or board authorized to approve applications until the final naturalization paper or other record evidence of full citizenship is produced. The declaration of intention to become a citizen of the United States does not constitute citizenship, and does not entitle the person who has made it to a civil-service examination. After the approval of the application of a naturalized person the final papers or record evidence of such naturalization may be returned to the applicant. (Minutes, Apr. 23, 1892, clause 2. See Manual of Examinations, titles Citizenship, Jurat, and Legal Residence. See also proviso to sec. 1 of Rule V, as amended June 28, 1902, for modification of above.)

4. *Same: Of applicants examined in Porto Rico.*—It is ordered that the following be observed in the matter of the citizenship of applicants:

(1) An applicant who claims United States citizenship and who shows birth or naturalization in Porto Rico will not be required to show further evidence of citizenship.

(2) An applicant who claims United States citizenship and shows birth in Spain will be required to show in proof of such claim: (a) That he was residing in Porto Rico at the date of the ratification of the Treaty of Paris, April 11, 1899; and (b), that he did not declare his allegiance to Spain prior to April 11, 1900.

(3) An applicant claiming United States citizenship and showing birth elsewhere than in the United States, Spain, or Porto Rico will be required to furnish the usual proof of naturalization. (Minutes, Feb. 7, 1902, clause 8.)

### APPOINTMENT.

1. *Voluntary service not permitted.*—The performance of voluntary service without compensation for the purpose of acquiring the necessary knowledge and skill to pass an examination prescribed by the Commission is in contravention of law. (See act of May 1, 1884, 23 Stat., 17, sec. 1; Minutes, Oct. 9, 1888.)

2. *Preference claimants (1754, R. S.).*—Certification of claimants entitled to preference under section 1754, Revised Statutes, shall be made without regard to apportionment. Such an applicant will not be denied examination or certification even though his State has received an excessive share of appointments. (Minutes, Sept. 17, 1886, clause 17.)

3. *Reinstatements.*—Reinstatements to the apportioned service are to be charged to the apportionment of the States in which the persons reinstated show legal residence at the time of reinstatement, even though such persons may have been legal residents of other States at the time of their separation from the service previously. (Minutes, July 20, 1899, clause 10.)

### CERTIFICATION.

1. *Districts of.*<sup>a</sup>—In order to comply with the provisions of section 9 of Civil Service

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<sup>a</sup> See p. 136, 17th Report.

Rule VIII, it is hereby ordered that in all cases in which sections or districts in any particular service or branch of the service are now or shall be hereafter fixed by law, Executive order, or the order of the proper Executive Department, such sections or districts thus existing or created shall be, and the same are hereby, adopted by the Commission as the sections or districts, as if created by the Commission, as provided for in said section 9 of Rule VIII.

In the Post-Office Service each postal district shall embrace all the territory included within the general postal delivery, and not necessarily within the limits of free delivery of each post-office. (Minutes, July 1, 1899, clause 6.)

2. *In Indian Service.*—It is directed that in the Indian Service an eligible shall be entitled to three certifications for each district for which such person has expressed a desire to be certified. (Minutes, Feb. 14, 1902, clause 1.)

3. *Districts of, Internal-Revenue Service, nonresidence.*—The Commission will give due consideration to request of the Treasury Department for certification to be confined to the legal residents of any internal-revenue district, but it has no authority to remove any name from the register simply on the ground that the person is not a resident of the district in which the vacancy exists, as under section 9 of Rule VIII an eligible can be certified to vacancies only in the district in which he was examined. (Minutes, Feb. 19, 1900, clause 8.)

4. *Districts for certification for messenger boy, Weather Bureau.*—In accordance with the wishes of the Secretary of Agriculture it is hereby ordered that messenger boys for duty in the Weather Bureau to be stationed outside of Washington, D. C., be certified under the following scheme: Preference in certification will be given to eligibles residing in the State in which the vacancy exists. Should there be no eligibles in that State, or less than three, eligibles may be certified who reside in adjoining States, or in States nearest the place where the vacancy exists. (Minutes, Oct. 10, 1899, clause 13.)

5. *False statement in regard to age.*—Whenever for reasons satisfactory to the Commission a person is admitted to examination who has made a false or incorrect statement relative to age in previous applications, the fact shall accompany the papers, should the person's name be certified for appointment. (Minutes, Dec. 9, 1895, vol. 19, p. 557. See also Application, sec. 2, p. 112.)

6. *Number entitled to.*—An eligible is not entitled to more than three certifications to the same appointing officer for the same position. Even should an eligible fail to receive the benefit of such certifications, as by failure to receive notice of his selection from the third certification, the Commission can not allow an additional certification if the cause of failure to receive the benefit of the previous certifications was due to the eligible's own fault, as to his failure to give notice of his change of address. (Minutes, Mar. 11, 1899, clause 3.)

But if the failure to receive the benefit of the third certification, as by failure to receive notice of selection therefrom, be due to other fault than that of the eligible, the circumstances of the case will be considered by the Commission in taking action. (Minutes, Apr. 25, 1899, clause 7; May 26, 1899, clause 8; Apr. 6, 1900, clause 6.)

7. *Same; in Custom-House Service.*—Any person taking any of the three grades of examination will be entitled to have his name entered upon the registers for any or all the positions of that grade, as he may elect, and will be entitled to be independently certified to each nominating or appointing officer three times from the register for each position. [Except in the New York Custom-House, in which an eligible is entitled only to three certifications to each appointing officer. Minutes, May 8, 1900, clause 3.] A certification to a position not included in the application is not to diminish the number of certifications which would otherwise be made to the positions which were included in the application. (Minutes, Oct. 27, 1900, clause 4; Nov. 2, 1898, clause 7; Mar. 10, 1899, clause 2.)

8. *Customs Service; "occasional" storekeeper.*—Certificate can not be issued for the

grade of regular clerk when there is a person employed in the district as an occasional storekeeper who has not been promoted to the regular or permanent force. (Minutes, May 28, 1897, clause 7, vol. 6, p. 232.)

9. *Internal-Revenue Service.*—In making certifications for the Internal-Revenue Service a person shall be certified for the position of storekeeper and gauger, and for other positions, in accordance with the particular position indicated by the applicant in his application paper; and in case of the certification of a person for a position not indicated by him, and which he declines, said certification shall not be charged as one of the three to which he is entitled. (Minutes, Feb. 25, 1898, clause 3.)

10. *Of employees in other departments.*—The Public Printer objected to select from certification containing the names of two persons already in the service in another department. Commission refused to sustain the objection, holding that the persons having been examined were entitled to certification. (Minutes, May 16, 1899, clause 5; Civil Service Rule X, clause 2.)

11. *Restoration to the eligible register upon declination of appointment.*—Where a person declines appointment and asks the benefit of remaining certifications, his name is not to be placed on a certificate issued for the precise place which he declined. When more than one certification to places of a precisely similar class are made at the same time, they shall, so far as such eligible's request is concerned, be treated as being a certificate for the precise place. (Minutes, May 23, 1894, clause 13.)

12. *Benefit of remaining certifications after declination.*—Hereafter the Commission will not allow requests for the benefit of remaining certifications, except in special cases, unless such requests are made within thirty days from the date of the Commission's letter informing an eligible of the regulations relative to the benefit of remaining certifications which the rules allow. (Minutes, Feb. 2, 1897, clause 1.)

13. *From higher registers to fill lower places.*—Certification may be made from a high-grade register for filling a low-grade position, though there be eligibles on the lower grade register, if, in the Commission's opinion, such action is necessary, and provided that permission be obtained from the Commission before the issuance of any such certificate by a local board. (Minutes, Dec. 3, 1896, clause 6.)

14. *As of date of receipt of request.*—Date of receipt of request for certification determines whether a particular eligible shall be certified when year of eligibility has expired between the date of the receipt of the request and the date of the certificate. (Minutes, Oct. 10, 1896, clause 2.)

15. *Not in force after selection and return.*—A selection having been made from a certification and the papers returned to the Commission, that certification is no longer in force, and no further selection can be made therefrom. (Minutes, Dec. 5, 1893, clause 1; see also Abstract of opinion of the Attorney-General of Apr. 8, 1891, p. —, *post*; and *Pulaski v. Lyman*, Washington Law Reporter, vol. 21, p. 403.)

16. *When apportionment not regarded.*—Whenever any person has been appointed to a position in the apportioned service through certification by the Civil Service Commission and who continues to serve in such a position, may have passed an examination for original entrance to any other position in the apportioned service, such person shall be certified in the order of his grade and without any further reference to the rule of apportionment, it being considered that since the requirements of the rule of apportionment have been once satisfied it is not contemplated by the law that they shall be again applied. (Minutes, Sept. 12, 1901, clause 11.)

17. *Charge to nonpreference eligible when certified with preference claimants.*—The Commission holds that under section 1 of civil-service Rule VIII it must charge a certificate against a nonpreference eligible when such eligible is certified on the same certificate with a preference claimant and the latter is selected. (Minutes, Jan. 25, 1902, clause 1.)

18. *Transfer or reinstatement when certificate for original appointment is pending.*—In cases in which, as the result of special examination, certification for original appoint-

ment is pending in response to request from a department or office to fill a vacancy, no request for transfer or reinstatement to fill the same vacancy will be approved. (Minutes, Feb. 1, 1902, clause 7.)

#### CLASSIFICATION.

1. *Laborer classified May 6, 1896.*—A laborer assigned to clerical duty on May 6, 1896, became, by authority of the classification order of the President of that date, classified as a classified laborer, and not as a clerk, and can reach the grade of clerk only in accordance with the provisions of the promotion regulations for that purpose. (Minutes, Mar. 12, 1900, clause 2.)

2. *When classification goes into effect in post-offices.*—When the free-delivery service is established at a post-office such office becomes classified on the day that the free-delivery service goes into effect. (Minutes, Apr. 30, 1896, clause 16.)

3. *Post-offices, persons classified in.*—All persons in classified post-offices who are engaged in handling mail, except in bulk, are classified employees and can only be appointed in accordance with the rules. (Minutes, Nov. 19, 1894, clause 13.)

4. *Per diem employees*—Under the terms of the departmental classification all the employees who, on the one hand, are not appointed by and with the advice and consent of the Senate, or, on the other hand, are not employed merely as laborers or workmen, are classified and subject to the civil-service rules, and if not specifically excepted from examination are subject to examination. The manner of their employment and payment does not in the least affect this question. It makes no difference whether they are employed at an annual salary specifically provided for by appropriations, or at a compensation fixed by the head of the Department and paid out of the lump sum appropriated for the specific work, or whether the employment is permanent or temporary. They are in any case classified employees, and must be appointed in the manner provided by the civil-service rules.

*Occasional performance of classified duty.*—(See Reinstatement, sec. 7, p. 128.)

#### DEFINITIONS.

1. *Secret Service.*—To constitute secret service, the employment as well as the service must be concealed. (See Op. of Atty. Gen., May 7, 1885, Vol. XVIII, p. 172; see also Manual of Examinations, "Secret Service.")

2. *Storekeeper—Customs Service.*—A storekeeper employed for occasional duty has the same status as a clerk employed for occasional duty. (Minutes, May 28, 1897, clause 7, vol. 21, p. 232.)

#### ELIGIBLES AND REGISTERS OF ELIGIBLES.

1. *Preparation of registers—Cancellation of Papers.*—Ordered that in any case in which the papers of a competitor (who makes an eligible average) are incomplete—as, for instance, failing to file the necessary application—the papers of such competitor will be suspended until completed or canceled. This action shall in no way delay the completion of registers from the examination held, but such registers shall be made up immediately of the eligibles whose papers are complete in every particular. Should a competitor whose papers have been suspended under this minute subsequently (within one month after notice thereof is given) complete the papers as required, the name of such competitor will then be entered upon the register; but if the papers are not completed in that time they will be canceled. A proper notation showing all the action taken will be placed on each set of papers which may be affected by this minute. (Minutes, Nov. 1, 1902, clause 2.)

2. *Collusion in examination not to delay preparation of regular register.*—Where there is a charge of collusion or misconduct against a competitor in any examination, the entry upon the register of the names of the other competitors in that examination shall not be postponed to await investigation of the charge. The name of the suspected or accused person will, if such person is exonerated upon investigation, be

placed upon the register at a later date, the year of eligibility to begin with the date of such entry. (Minutes, May 14, 1898, clause 3.)

3. *Information in regard to.*—On and after October 1, 1901, information as to relative standing of an eligible will be communicated in all cases, no matter upon what register the eligible's name may appear. By this action the Commission will not permit the inspection of an entire register, but will simply furnish information as to relative standing to the eligible or his or her proper representative. \* \* \* Where an examination is held to fill some particular position, no information in regard to grade or relative standing shall be communicated until after certification is issued, selection reported, and the appointment made. (Minutes, Sept. 12, 1901, clause 10.)

4. *Eligibility under more than one examination.*—A person may at the same time be an applicant for or an eligible from as many examinations, in as many branches of the service, as he may desire, upon filing the proper applications and passing the examinations, except that no person shall at the same time be an applicant for or eligible from examination for more than one postal, customs, or internal-revenue district; but an eligible for one postal, customs, or internal-revenue district may be examined for another postal, customs, or internal-revenue district upon filing with his application for such examination a written request for the cancellation of his present eligibility for a postal, customs, or internal-revenue district, which eligibility will not be canceled, however, except upon his passing said examination: *Provided*, That the restrictions of this regulation shall not apply in cases of examinations which are held only when eligibles are needed and for which consequently it is desirable that all persons possessing the necessary qualifications should compete.

Whenever a person whose name is upon more than one register is appointed from one of such registers, his eligibility on all registers expires upon such appointment. He may, however, upon his written request at any time within the period for which eligibility would run if not canceled by appointment, have his eligibility revived on one or more of such registers for the balance of such period.

In any branch of the service an applicant may, if he so desires, upon filing one application and upon indicating it in his application, have his name entered upon the registers for all positions for entrance to which the same examination is given, provided he is physically qualified and within the proper age limitations; except that at certain large post-offices separate registers for clerks and carriers are kept, and applicants for appointment at those offices are required to state in their applications whether they desire appointment as clerk or as carrier. At all other post-offices the names of male eligibles are entered on both the clerk and the carrier registers. Applicants will not, however, be allowed to change the designations of the registers upon which they desire their names entered, as indicated in their applications, after the date set for the close of receipt of applications for any examination. (Minutes, Apr. 27, 1899, clause 9.)

5. *Transfer of eligibility: Internal-Revenue Service.*—The Commission holds that a person who has passed an examination in one internal-revenue district is only eligible for certification in that district, and that there is no authority for the transfer of his eligibility to the register of another district. (Minutes, July 19, 1898, clause 2.)

6. *Same: Customs Service.*—Proposed transfer of the names of S. and B. from the register for the Galveston customs district to that for the Siluria district, they having been examined in the Galveston district through error of the local board.

S. and B. having taken their examination in the Galveston customs district are eligible for certification and appointment only in said district, as provided in section 9 of Rule VIII, and the Commission has no jurisdiction to certify to their change of register from the Galveston customs district to the Siluria district. (Minutes, Nov. 14, 1898, clause 1.)

7. *Cancellation of eligibility under a prior examination.*—Where any person applies for and passes an examination which necessitates cancellation of eligibility under any

former examination, such cancellation shall not be made until the name is entered upon the register from the new examination. And if an eligible average is not attained, eligibility on the former register is to continue, the Application Division to make in all necessary cases such a memorandum on the outside of application papers as will insure cancellation from the old at the time the name enters the new register. (Minutes, Mar. 14, 1898.)

8. *Extension of eligibility under section 4 of Rule VII: (a) Applies to entire register.*—The discretion granted under section 4 of Rule VII was for the purpose of extending the period of eligibility not of any individual upon a register but only of the entire register, according the like privilege to every eligible thereon, and then only in case the needs of the service require it. (Minutes, July 7, 1899, clause 8.)

9. *Expiration of eligibility during temporary service.*—A person appointed for temporary service from a register of eligibles and whose year of eligibility may have expired during such period of temporary service may, upon the request of the appointing officer, be certified for permanent appointment, provided the relative standing on the register of the said eligible at the time of selection for temporary appointment would have entitled him to certification at that time for permanent appointment. (Minutes, Feb. 12, 1898, clause 8.)

10. *Stenography and typewriting registers.*—The register of eligibles for stenographers and typewriters will hereafter be prepared by States, in the same manner as for clerks, and certifications from this register will be made according to the rule of apportionment, as provided in section 3 of clause 1 of the minutes of November 29, 1897, in all cases in which the salary is less than \$840 per annum. In cases where the salary is \$840 per annum or more certifications from this register will be made according to grade, regardless of legal residence.

This refers to eligibles in stenography alone, in typewriting alone, and in stenography and typewriting combined. (Minutes, Mar. 25, 1898, clause 4.)

11. *Preference claimant entitled to one year of eligibility as claimant from date of allowance of claim.*—L. was a preference claimant whose claim upon investigation was disallowed. He was entered upon the eligible register without preference. Later the Commission reversed its decision and allowed the claim of preference. Meanwhile his eligibility had expired. It appearing that as a preference claimant he had had no period of eligibility, and the Commission being of the opinion that under the provisions of section 2 of Rule VII it is intended that preference when allowed under section 1754, R. S., entitles the person to have his name placed at the top of the register and to have it remain there for a period of one year unless in the meantime he should be appointed or receive the full number of certifications to which entitled, it was directed that the name of L. be entered on the eligible register as a preference claimant for a year of eligibility from the date on which his claim of preference was allowed. (Minutes, Nov. 27, 1900, clause 6.)

*Promotion, subordinate grades to clerk in Departments at Washington; no time limit to eligibility.*—(See Promotion, sec. 14, p. 127.)

*Temporary appointments from register.*—(See Temporary Appointments, secs. 2 and 4, pp. 131, 132.)

## EXAMINATIONS.

1. *Papers regarded as confidential.*—Examination papers are confidential documents between the competitors and the examiners, and are not to be submitted to appointing officers except upon request for certification. (Minutes, Oct. 24, 1899, clause 6; Feb. 20, 1902, clause 1.)

2. *Inspection of papers.*—No person will be permitted to inspect the papers of applicants, who habitually or regularly makes such inspection for many different persons, and permission will not be granted to any representative of an applicant to see his papers after the expiration of thirty days from the date of notice of standing,



except upon a statement of the reasons by the applicant, approved by the Commission. (Minutes, Feb. 26, 1895, clause 4.)

3. *Grading.*—Where the same person applies for more than one examination, and all the subjects of one of the examinations applied for constitute also a part of any other of the said examinations, the papers shall be graded as if each examination had been taken separately. In all cases where one of the separate examinations so applied for is not held at the time of the semiannual series at which such applicant is examined, the eligible rating for the examination not held at that time shall not be entered upon the register until the ratings are entered from the next succeeding examination of the same kind. (Minutes, Aug. 29, 1900, clause 8.)

4. *Appeal from markings: Customs and Postal Service.*—Inspection by competitor of his papers may take place in the presence of the secretary of the board or of any other member when necessary, the competitor to make no copy of questions or answers, and the board to review no papers except on appeal made in writing. Ordinarily appeals should be made directly to the Commission, but the board may review papers on appeal, and, if errors in the markings are discovered, may obtain consent of the Commission for their correction. It is not desirable that the board should hear oral statement or argument by appellants in the support of their appeals. (Minutes, Apr. 24, 1888, clause 6.)

5. *Eligibility under second examination.*—When an applicant whose name is upon any register of eligibles shall be again examined for the same register, his name will be entered upon the register under such examination at the same date with other eligibles, and if the term of eligibility has not expired under the first examination, the new entry shall be treated as canceling the old, and when any person applies for and passes an examination which necessitates cancellation of eligibility under any former examination, such cancellation shall not be made until the name is entered upon the register from the new examination. And if an eligible average is not attained eligibility on the former register is to continue. (Minutes, Aug. 31, 1897, clause 2, and Mar. 14, 1898, clause 9.)

6. *Dismissal from another position no bar to.*—Dismissal for poor work in one position or branch of the service is not a bar to examination for another position requiring a different kind of work; statement as to cause of separation to be forwarded in case of certification for appointment. (Minutes, Dec. 6, 1895, clause 13.)

7. *Collusion in, cause for cancellation of papers.*—Collusion or cheating in the examination is sufficient ground for cancellation of the competitor's examination, and failure or refusal of person interested, when so requested, to afford the Commission the proper facilities for and assistance in ascertaining the truth or falsity of such charge is construed by the Commission as confession of guilt for the purpose of canceling the examination and barring the competitor from future examinations. (Minutes, Jan. 6, 1899, clauses 7 and 8; Jan. 12, 1899; Jan. 25, 1899.)

*Collusion in, not to delay preparation of registers.*—(See Eligibles and Registers of Eligibles, sec. 2, p. 115.)

8. *Experience as an element in.*—Ordered, That in examinations in which experience forms an element competitors will not be permitted to file amended statements relative to their experience subsequent to the completion of the examination and the establishment of an eligible register unless it is shown that the Commission is at fault in furnishing insufficient information relative to the requirements of such examination in the matter of experience. (Minutes, Jan. 15, 1901, clause 14.)

9. *Of person already in service.*—The last clause of section 2 of Rule X, "but a person employed in any grade shall not, because of such employment, be barred from the open competitive examination provided for original entrance to any other grade," will be construed to permit an applicant also to take the same kind of examination as that from which he was appointed. (Minutes, Aug. 29, 1902, clause 12.)

10. *Special examinations.*—It will be the policy of the Commission not to hold special examinations if persons possessing the necessary qualifications to discharge the duties of the positions can be found upon existing registers, or if they can be secured as the result of general examinations. (Minutes, Feb. 3, 1902, clause 1.)

11. *Return of thesis.*—Thesis or other publication submitted as part of an examination can not be returned to eligibles until the expiration of their period of eligibility, or in case they request their examination be canceled. (Minute 10, Aug. 21, 1901.) But in the event that an applicant returns the thesis, or a copy, to the Commission his examination may be revived. (Minute 4, Oct. 15, 1902.)

*Where papers are incomplete.*—(See Eligibles and Registers of Eligibles, sec. 1, p. 115.)

*Eligibility under more than one examination.*—(See Eligibles and Registers of Eligibles, sec. 4, p. 116, and sec. 7, p. 116.)

*Promotion examinations.*—(See Promotion, secs. 12, 13, and 14, pp. 126–127.)

*Of temporary appointees.*—(See Temporary appointments, sec. 1, p. 131.)

*For transfer.*—(See Transfer, sec. 8, p. 133.)

*Voluntary service, with view of acquiring ability to pass examination, prohibited.*—(See Appointment, sec. 1, p. 112.)

#### EXAMINING BOARDS.

1. *Pay of substitute carriers employed as examiners.*—A letter carrier who is a member of the local board of examiners is entitled to full pay for each day he is engaged with other members of the board in conducting a civil-service examination, and orders defining his duties as letter carrier do not affect him while so employed. The eight-hour law must be strictly complied with, and under no circumstances shall such letter carrier consume more than eight hours per day as member of such board. (Order of First Assistant Postmaster-General of Feb. 8, 1895. Opinion of Assistant Attorney-General for Post-Office Department, July 23, 1892, and minutes, May 31, 1893, clause 11.)

2. *How far political affiliations of members considered.*—It is not the province or practice of the Commission to take cognizance of the political predilections of officials serving on examining boards, except in so far as to give the public assurance of non-partisan action in not constituting any board wholly of the members of one political party and carrying into the membership of each board the same wise principle declared in the civil-service act in constituting the Commission itself of members of different parties. (Minutes, May 11, 1888, clause 7.)

Nominations for all boards should be made in such form as to obtain a record of the political affiliations of the persons nominated for membership therein, in order that the Commission may be assured that the provisions of Rule IV, clause 5, are complied with. (Minutes, July 3, 1896, clause 3.)

3. *Members of political associations not to serve on boards of local examiners.*—A person in the public service who is a member of any political committee, or of any association organized for the purpose of or engaged in the work of promoting the interest of any political party, shall not be eligible to membership on any board of examiners of the Commission, and participation in political conventions by representatives upon such boards will be a cause for relieving them from duty thereon. (Minutes, Jan. 22, 1896; Oct. 10, 1887.)

4. *Secretary, selection of.*—Where upon investigation it is found that available material exists in such post-offices, some employee other than the assistant postmaster or chief clerk acting as assistant postmaster shall be designated as secretary of such board. (Minutes, Jan. 3, 1896, clause 16.)

5. *An agency of the Commission.*—In its creation a board of examiners is not beyond and outside of the jurisdiction of the head of the office; but after its creation it is an agency of the Commission and not of the head of the office, and must perform its work under the direction of the Commission (section 3, civil-service act). This must

be so, or the Commission might find itself very much embarrassed in the execution of the law and the rules. It is imperative that the intercourse between the Commission and the examiners be direct. Under the law and rules, the first connection that the head of the office has with any business of the board is when he wishes to fill a vacancy, and makes a requisition upon the board for a proper certification. He deals with the board in this matter and in all other matters as the agents of the Commission, and not as his own subordinates. In the discharge of their duties as employees of the office, the members of the board are wholly under the jurisdiction of its head. In the discharge of their duties as examiners, they are wholly under the jurisdiction of the Commission. This should produce no clashing, and, as a rule, does not. (Letter Book R, p. 78, Mar. 9, 1891; XV, p. 107.)

6. *Supplies for examiners to be furnished by the offices for which the examinations are held.*—The civil-service rules were framed with the understanding, and they seem clearly to imply, that in practice the carrying on of the examinations and the supply of stationery and of the means of safely keeping the records shall come from the offices for which the examinations are to be held. Rooms are not only to be heated and lighted, but are to be “furnished” for the purposes of such examinations; and in all proper ways the examinations and the execution of the rules are to be facilitated. The work incident thereto is to be regarded as a part of the public business to be performed at such office. The rooms could not be said to be “furnished” or the examinations to be “facilitated” if the boards should be left without the stationery, etc., indispensable. This duty is not dependent on the rules, but is imposed by the civil-service law. (See section 2, clause 1, and section 3, side heading, Duties of public officers.) As such supplies have heretofore been furnished by the offices themselves, the Commission has assumed that this view of the matter has had the concurrence of the Post-Office Department. (Letter Book Q, p. 111, Nov. 25, 1890; IX, p. 23; also letter of June 9, 1902, from Post-Office Department.)

#### EXCEPTED PLACES.

1. *Duties of.*—Where a person is appointed to an excepted place he must perform the legitimate duties of the place, and of no other place, unless the duties of the other place are performed in addition to and not in lieu of the duties of the excepted place. (Minutes, Apr. 17, 1894, clause 16; May 23, 1888, clause 4.)

2. *Made competitive, effect upon reinstatement.*—The transfer of a position from the excepted list to the nonexcepted list has the same effect upon that position as the classification of an unclassified place has upon such position, so far as to give the same rights in the matter of reinstatement to a person separated from an excepted place before it is made nonexcepted, as is given to a person separated from an unclassified place before its classification. (Minutes, Jan. 22, 1895, clause 4. See also Reinstatement, sec. 4, p. 127.)

3. *Removal for political reasons forbidden.*—All excepted positions are within the classified service, and, under section 2 of the civil-service act and Rule II, no removal may be made from such positions for political reasons. While under section 2 of the civil-service act positions within the classified service may be excepted from the requirement of examination, they are not excepted from the separate prohibition of removal for political reasons. The President, in the civil-service rules, has recognized this construction of the act and carried out its provisions by forbidding changes in the classified service, including excepted places, for political reasons. (Minutes, June 10, 1896, and letter to Postmaster-General, Apr. 1. 1896, File 478.)

#### FURLOUGH.

1. *Mint and assay service.*—Reemployment of a person separated from this service when work is decreased or suspended, or a reduction of force is expedient, due to exhaustion of funds, may be made within one year from the date of separation *without certificate* of the Commission, provided the person's record was good, that

he was regularly in the classified service, and his suspension was not caused by delinquency or misconduct. Such reemployments should be reported on Form 382, with proper notation under the heading "Reinstatements." These cases will be regarded rather as furloughs than as actual and final separations from the service requiring certificate of reinstatement. (Minutes, Nov. 20, 1901, clause 5.)

2. *Ordinance Department at large.*—In the Ordnance Department at large, when persons are separated from the service, without delinquency or misconduct, on account of a decrease or suspension of work or an exhaustion of funds, such persons may be reemployed within one year without reinstatement certificate by the Commission, such separations being regarded by the Commission rather as furloughs without pay than as final separations from the service. (Minutes, Feb. 25, 1899, clause 4.)

See also Reinstatement, sec. 6, p. 128.

#### LEGAL RESIDENCE.

1. *How determined.*—The Commission holds that legal residence depends largely upon the person's intent, this intent of course to be shown by declarations and overt acts. One of the best evidences to support a legal residence is bodily presence. Complying with these conditions of legal residence, one day is sufficient time for a person to change or acquire legal residence in any particular place. (Minutes, Apr. 8, 1899, clause 8.)

N. B.—This has reference solely to the legal residence to be shown by applicants for examination, and is entirely independent of any statutory requirement with reference to a voting residence. The period actually covered by such legal residence is a question of fact to be established by applicant's affidavit, statements of voucher, and the county officer's certificate.

2. *County officer's certificate.*—The required form of certificate of legal residence will be accepted from an applicant for either the apportioned or the nonapportioned service if executed by an officer of the county in which the applicant is a resident, provided his official character is properly authenticated under official impression seal. (Minutes, Aug. 25, 1899, clause 10.)

3. *Same, not required of persons already in apportioned service.*—A person in the apportioned service who files an application for examination shall not be required to furnish the certificate of an officer in the county in which such person claims to be a legal resident, under the act of July 11, 1890. (Minutes, Aug. 10, 1898, clause 4.)

4. *Same, when residence is in two counties.*—Where a person has resided continuously all his life in one State, but has moved from one county to another, he may make application by proving his residence in the two counties in which he has made his domicile. (Minutes, Apr. 1, 1895; May 3, 1895.)

5. *Establishment of new legal residence.*—Whenever an eligible desires to change his legal residence to another State he will be required to establish new legal residence by the same proof, namely, county officer's certificate and two citizens' vouchers, as is required of an applicant to establish legal residence in the first instance. (Minutes, Mar. 22, 1898, clause 1.)

6. *Transfer from nonapportioned to apportioned service.*—Persons who have been appointed in the nonapportioned service through examination and certification, and who at that time proved their legal residence, and who have been continuously in the Government service since their appointment and still claim legal residence in the State from which they were appointed, shall not, in the event of their transfer to the apportioned service, be required to file another application establishing their legal residence, but they shall be charged to the State from which originally appointed. (Minutes, May 21, 1898, clause 4.)

7. *Reinstatement to the apportioned service.*—A person to be reinstated who was

charged to the apportionment, if reinstated within a year from the date of separation from the service, shall not be required to file an application proving legal residence provided he claims residence in the same State from which originally appointed. (Minutes, May 12, 1898, clause 1.)

8. *Eligibles seeking transfer.*—Where a person to be transferred has taken an examination and his name is upon the register of eligibles, the fact that he has shown his legal residence will be allowed to stand in lieu of his being required again to file an application showing such residence. (Minutes, Apr. 28, 1898, clause 1.)

9. *Change after appointment not charged.*—Employee charged to the apportionment of Arizona submits proof of change of legal residence to South Dakota subsequent to his appointment. The charge to the apportionment due to his appointment will not be changed, for the following reasons: The law and the rules provide only for the apportionment of appointments to the public service. There appears to be neither requirement nor authority for altering charges to the apportionment which have been properly made simply because some appointees see fit to make changes in their legal residence. Very few of the whole number of such changes come to the attention of the Commission. The changing of the apportionment in these few cases would tend to disturb the maintenance of the apportionment, while the gains and losses to each State from such changes will, if left alone, tend to balance each other. (Minutes, Apr. 5, 1902, clause 3.)

#### POLITICS.

1. *Partisan activity of officeholders; authority of the Commission.*—The Commission has no authority to take any action relative to the political conduct of an officeholder unless it is charged that he has violated the civil-service act of January 16, 1883, section 2, part 2, sub. 6, in the use of "his official authority or influence to coerce the political action of any person or body," or the civil-service rules, by the use of "his official authority or influence for the purpose of interfering with an election or controlling the results thereof," or in influencing a dismissal for a refusal to be coerced in political action, to contribute money for political purposes, or for a refusal to render political service. The conduct of an officeholder not falling within these prohibitions is a matter for the consideration of the appointing power, in which this Commission can not interfere. The utility of these provisions of the law and rules quoted rests in some degree as precepts, as only gross forms of their violation can be easily proved. (Letter Book U, pp. 324, May 23, 1892; 336, May 24, 1892; and Letter Book Q, p. 68, Nov. 18, 1890.)

2. *Same: Candidacy of letter carrier.*—The Commission has no objection to a letter carrier being a candidate for another office while a letter carrier, provided the candidacy for such office does not involve him in partisan activity, nor interfere with the full discharge of his official duties. (Minutes, Jan. 23, 1894, clause 8.)

3. *Same: Service in connection with elections.*—Upon inquiry whether an employee in the mail service may act as delegate or on the committees for any party or parties in the city, county, or State elections, or act in any capacity as judge, clerk, or challenger, or, in fact, in any position in connection with an election, the Commission decided that it was not its province to direct in matters of this sort, but that it has always discouraged Government employees from taking any active part in party or political matters. (Minutes, Jan. 23, 1894, clause 8.)

4. *Assessments and contributions: Collection of notes.*—A person who knowingly assists in exacting political contributions from his fellow-employees should be removed from office, even though he had no other part in such contribution than collecting notes given, and though for such service he is not liable for criminal prosecution. (Letter Book XV, p. 202.)

5. *Same: Soliciting by letter in a public building.*—The Commission holds that addressing a letter to a Government employee in a Government building solicit-

ing political contributions is a solicitation in that building within the meaning of section 11 of the civil-service act. (Minutes, Mar. 23, 1897, clause 6. See also Sixteenth Report, pp. 147-155.)

6. *Same: Notary public in public building.*—Where a person commissioned as a notary public receives a certificate from the head of one of the Executive Departments allowing him to do business in an office under the control of such head, and acts under the authority of the Federal officials, and makes an agreement with those in authority in the office to allow him to do business therein, he is a public officer or employee, within the meaning of section 11 of the civil-service act, and, as such, may be prohibited from soliciting political contributions. (Minutes, Oct. 19, 1894, clause 1.)

7. *Appointing officer's duty to disregard and return recommendations based on political opinions.*—It is the duty of every officer concerned in making appointments to refuse to receive or entertain any letters disclosing an applicant's politics, or any letters written on behalf of an applicant on political grounds, and to explain to the writers that he does not and will not receive their communications if based upon such grounds, and that he will not keep them on file. (Minutes, Jan. 24, 1893, clause 8; Jan. 31, 1894, clause 11.)

8. *Political considerations should be disregarded in appointments and removals.*—Entrance to the classified service is upon the merit of the applicant without regard to his political opinions or affiliations. An appointing officer who appoints or refuses to appoint an applicant because the applicant does or does not entertain certain political opinions violates the law; and an appointing officer who removes an employee because that employee refuses to render political service, to be coerced in political action, or to contribute money for political purposes, also violates the law. (Minutes, Nov. 10, 1888, clause 1.)

9. *Wholesale removals presumed to be on account of political considerations.*—In the event of a very large number of removals being made in an office this fact should be considered presumptive evidence that they were made for political reasons; and to overcome this presumption the officer making them should be able to give specifically and in detail the reasons for each removal made. (Seventh Report, p. 9; Minutes, Jan. 11, 1895, clause 24.)

*Of members of examining boards.*—(See Examining Boards, secs. 2 and 3, p. 119.)

*Removal from excepted places for political reasons forbidden.*—(See Excepted Places, sec. 3, p. 120.)

#### PREFERENCE.

1. *Evidence required.*—In order that a person may be entitled to the benefit of section 1754, R. S., three things are required:

First. He must have been disabled by wounds or sickness incurred while in the line of duty in the military or naval service of the United States.

Second. He must have been subsequently honorably discharged from the military or naval service of the United States.

Third. He must have been so discharged by reason of such disability so incurred.

These facts are to be established affirmatively before preference can properly be allowed. These are military questions which are properly to be decided by the military authorities from the military records. These records are in the custody of the War Department, and the statements officially made to it by that Department, based upon those records, must be conclusive upon the Commission. It is not within the province of the Commission to receive evidence tending to contradict the conclusions thus officially certified to it by the proper military authority. Whatever may have been the legislative intent in granting this preference, Congress has clearly provided what evidence shall be requisite to the establishment of any right thereunder. This evidence is the fact that the claimant has been honorably discharged by reason of disability incurred in the line of duty, and the Commission is without authority to accept any other evidence than this. (Minutes, June 3, 1902, clause 1.)

2. *Construction of law.*—In construing the preference law, the following is adopted for the guidance of the Commission:

In all cases where the War Department certifies that the applicant was not discharged for disability incurred in line of duty, preference will be disallowed.

In cases where the War Department certifies that the applicant was discharged for disability incurred in the service and line of duty, preference will be allowed.

In cases where the War Department certifies that the applicant was discharged for disability but the record is silent as to whether such disability was incurred in the line of duty, requests will be made of the Pension Office, or elsewhere, for facts regarding cause of disability; and, unless it be affirmatively shown that the disability was *not* incurred in the line of duty, the presumption will rest in favor of the applicant and preference will be allowed.

In all cases where the War Department certifies that the applicant was transferred to the Veteran Reserve Corps, preference will not be allowed. (Minutes, July 9, 1902, clause 2.)

3. *Veteran Reserve Corps.*—Preference claim of Jacob K. Adams, 7249, disallowed. The War Department states that the claimant was not discharged the service by reason of disability resulting from wounds or sickness incurred in the line of duty, but that he was transferred to the Veteran Reserve Corps in 1863, and mustered out in 1865. Transfer to the Veteran Reserve Corps not being a discharge from the service, preference is disallowed. (Minutes, June 9, 1902, clause 1.)

4. *Line of duty.*—Claimant was discharged from the naval service on account of disease of the heart, and tonsillitis. Claim allowed. No evidence is found of record that the disease was incurred in line of duty. It appears, however, that at the time claimant entered the Navy, in 1890, a rigid physical examination was required. It must therefore be presumed that he was physically sound, or else that the disease for which he was discharged, after two years' service, if it actually existed at enlistment at all, did not exist in such form or to such a degree as to be a bar to his entering the service. If the disease did exist at the time of enlistment, it is clear that the aggravation of it, which resulted in his discharge, occurred while in the service and as a consequence of such service. (Minutes, June 4, 1902, clause 1.)

5. *Retirement of officers with pay.*—Retirement from active service in the Army or Navy on account of disability incurred in the line of duty, in accordance with section 1251 or 1453, Revised Statutes, is *not* equivalent to discharge for disability within the meaning of section 1754, Revised Statutes. (Minutes, May 27, 1899, clause 1; Jan. 10, 1899, clause 1. Feb. 1, 1902; Military File 7159, letter from Secretary of Navy, Feb. 13, 1902.)

6. *Promotion, no preference in.*—Preference under section 1754, Revised Statutes, is confined to entrance into the service, and does not apply to promotions. (Minutes, Apr. 18, 1896, vol. 20, p. 176; Apr. 22, 1896, same vol., p. 180. See also Promotion, sec. 11, p. 126.)

*Appointment disregarded where preference is allowed.*—(See Appointment, sec. 2, p. 112.)

*Preference claimant entitled to one year of eligibility as claimant from date of allowance of claim.*—(See Eligibles and Registers of Eligibles, sec. 11, p. 117.)

#### PROBATIONARY PERIOD.

1. *Absolute appointment presumed unless dismissal follows probation.*—An appointing officer can not extend the period of probation, but he must at its close either absolutely appoint or else dismiss from the service, and the dismissal must be for the reason that the conduct and capacity of the probationer are not satisfactory. An appointment for a definite time succeeding the probationary period can not, therefore, be made, and any appointment at the expiration of the probationary period is *held to* be the absolute appointment required by the rules. If a further probationary

appointment could be made the appointing officer might prolong indefinitely the probationary period, while the rules contemplate but one such period. (Letter to Boston postmaster, Mar. 29, 1890, Letter Book N, p. 320.)

2. *No examination to follow probation.*—The probationer can not, at the end of his probation, be subjected to any examination by any officer under whom he has served. The object of the probation is not so much to show what the probationer knows as what he can do and with what zeal and fidelity he does it. His elementary examination was completed before his probationary appointment. The two questions to be considered by the proper officer, with due reference to the report and other information he may have, before deciding whether to recommend the probationer for a permanent appointment are these: (1) Does he appear to be a man of good character and fidelity? (2) Has he shown, on probation, adequate practical qualification for doing the public work in a satisfactory manner?

3. *Completed while on furlough.*—F. was appointed June 29, 1898, in Engineer Department at large and furloughed November 30, 1898, before the expiration of his probationary period. Following the precedent established in the postal service in reference to substitute letter carriers, F., not being separated from the service, will be considered as having served his probationary period, even though he was on furlough at the expiration of the six months' term. (Minutes, Dec. 18, 1900, clause 1.)

*Reinstatement when separation follows probation.*—(See Reinstatement, sec. 13, p. 129.)

#### PROMOTION.

1. *When appointed from register for higher position.*—Persons appointed from a higher-grade register than that from which appointment is usually made to the position to which appointed, may be promoted to a position to which original appointment might have been made from the register from which appointed without regard to the requirement of two years' service before promotion fixed by promotion regulations. (Minutes, Mar. 4, 1899, clause 1.)

N. B.—This has reference to persons appointed in the grades below the grade of clerk, as the requirement of two years' service before promotion applies only to those grades.

2. *After reinstatement.*—A person reinstated to a lower position than that from which separated can not be afterwards advanced or reinstated to the higher position from which he had been previously separated except by the regular method of promotion prevailing under the promotion regulations for the service in which he is employed. (Minutes, Apr. 8, 1899, clause 1; May 22, 1899, clause 2.) Exception: But the above rule is waived in case of honorably discharged soldiers and sailors by amendment of January 29, 1900, to clause 4 of Civil Service Rule XI.

3. *From subclerical positions in the apportioned service to clerical positions in apportioned service—involving transfer.*—Under the existing promotion regulations, adopted under Rule XI, no person holding a classified position below the clerical grade in the apportioned service may reach the clerical grade in the apportioned service except through competitive examination as prescribed by such regulations. Therefore, before a person occupying such subclerical position in one Department can go therefrom to a clerical position in another Department he must have earned his promotion through competitive examination and have been either promoted in the Department in which he is employed, or be eligible to the next promotion in that Department. In other words, the transfer and promotion rules should be read together, and where the transfer involves a promotion the requirements of the promotion rules and regulations should also be observed. (Minutes, Dec. 22, 1899, clause 2.)

4. *Nonexcepted to excepted positions.*—A promotion from a nonexcepted position to an excepted position, in spite of the protest of the person promoted, and with the evident purpose of discharging such person, will not be recognized as valid. Such a promotion, even where not made with a view to subsequent discharge, may only be forced upon a clerk for considerations of public good, i. e., because the clerk can



render efficient service in the position to which promoted. (Minutes, Oct. 20, 1894, clause 18.)

5. *Temporary service in a higher grade* does not forfeit rights of promotion in former position. (Minutes, Nov. 12, 1895, clause 7.)

6. *Occasional employees.*—The promotion of persons employed for occasional duty will be made only to the lowest class of the grade in which the occasional employee is serving, or to the lowest class of any other grade not requiring a higher examination. (Minutes, May 28, 1897, clause 7.)

7. *Same.*—*Customs Service—method of filling vacancies in regular grades—promotion from force employed for occasional duty.*—In filling vacancies in the regular grades from among those employed for occasional duty selections for promotion will be made in the order of seniority in all cases, except where the principal officer gives good reasons why the occasional employee longest in the service is not by virtue of ability or efficiency entitled to such promotion. The following distinction is made between occasional and temporary employees: A certification for temporary employment is not charged against any of the names appearing thereon. A person thus temporarily appointed has no status outside of the temporary position to which appointed. A certification for occasional employment is charged against all of the names appearing thereon. The persons thus appointed have a fixed status, in that they are promoted to the permanent force in the order of their original appointment to occasional duty. (Minutes, Feb. 24, 1897, clause 3.)

8. *Same.*—*The requirement of absolute appointment* before promotion in the regulations of May 20, 1896, for the Customs Service, does not apply in the advancement of persons employed for occasional duty to positions in the regular force. (Minutes, May 28, 1897, clause 7.)

9. *Plate-printers' apprentices.*—The Commission approves the practice of the Bureau of Engraving and Printing in promoting, without examination, apprentice plate printers to plate printers upon the completion of four years' apprenticeship, the service for such term of apprenticeship being regarded as ample test of fitness. (Minutes, Mar. 3, 1899, clause 3.)

10. *Messenger boys in navy-yards.*—Persons appointed from the Commission's third-grade examination to the position of special laborer (messenger boy) in navy-yards may be promoted upon their efficiency records without further examination, after a service of six months, to the position of special laborer (messenger boy) with a compensation not to exceed \$2 per diem, and when thus promoted to the compensation of \$2 per diem may be regularly assigned to the duties of timekeeper, which are partly messenger duties and partly clerical duties. Such persons shall not be further promoted to special laborer (clerical or other grade) until they reach the age of 20 years and pass the examination provided for original entrance to such grade. (Minutes, Apr. 13, 1899, clause 5.)

11. *Substitutes in post-offices.*—Where two or more substitutes are appointed on the same date, they shall be promoted to the regular force in the order of the averages attained by them in the examination, irrespective of the fact that one or more of such substitutes may have been allowed preference under section 1754, R. S. (Minutes, Dec. 6, 1897, clause 5. See also Preference, sec. 6, p. 124.)

*Of substitutes to regulars, Postal Service.*—(See Substitutes, secs. 3 and 4, pp. 130, 131.)

12. *Examination; nonapportioned service in the District of Columbia.*—Except persons in the Government Printing Office, whose promotion is provided for by the promotion regulations for that office, persons holding classified positions in the nonapportioned service in the District of Columbia below the grade of clerk will be permitted to enter competitive examinations for promotion to the grade of clerk in their respective offices whenever held, provided they show legal residence in a State which at the time is entitled to some appointments in the apportioned service. (Minutes, Feb. 15, 1898, clause 10.)

13. *Previous service as affecting status for examination.*—Requirement in promotion regulations of two years' service prior to examination for promotion has been waived on the ground of previous service for a greater period under another appointment; *e. g.*, a watchman in the Bureau of Engraving and Printing was allowed to enter promotion examination before the expiration of two years' service, upon the ground that he had served as a clerk in the Post-Office Department from 1886 to 1893. (Minutes, Aug. 11, 1899, clause 8.)

14. *Examination; subordinate grades to clerk in Departments at Washington—no time limit to eligibility.*—Persons on the eligible register for promotion, when established according to promotion regulations, shall be entitled to certification as long as they remain on the register, unless, after being three times certified, the nominating officer shall object, in writing, to a further consideration of their names. (Minutes, Aug. 28, 1897, vol. 21, p. 363.)

*Charge to apportionment.*—(See Appointment, sec. 3, p. 112.)

*In same office of a department.*—(See Transfer, sec. 10, p. 133.)

*Transfer affecting or involved in.*—(See Transfer, sec. 2, pp. 132.)

#### REINSTATEMENT.

1. *Internal-Revenue Service; assistant assessor, status of, for reinstatement.*—The position of assistant assessor was by act of Congress abolished on December 24, 1872, and the duties of such positions were required to be performed thereafter by collectors and deputy collectors of internal revenue. The position of assistant assessor was therefore never within the classified service, and no such position now exists. A person who served in and was separated from the position of assistant assessor of internal revenue is therefore not eligible for reinstatement, not having held a position which was classified or which can now be classified. (Minutes, Mar. 23, 1900, clause 5.)

2. *Of persons separated prior to classification.*—Persons who had been employed in the Signal Corps and had been separated therefrom prior to the incorporation of that corps in the Department of Agriculture, which is understood to have been on June 30, 1891, acquired no right to reinstatement. (File 7065, reinstatement case of Caleb D. Burnley, letter of Dec. 27, 1901, to Secretary of Agriculture.)

3. *Separation from excepted position which has since become nonexcepted.*—The Commission holds, as it has heretofore, that the transfer of a position from the excepted list to the nonexcepted list has the same effect upon that position as the classification of an unclassified place has upon such position, so far as to give the same rights in the matter of reinstatement to a person separated from an excepted place before it is made nonexcepted as is given to a person separated from an unclassified place before its classification. (Minutes, Jan. 13, 1898, clause 2. See also Excepted places, sec. 2, p. —.)

4. *Excepted position made nonexcepted; transfer rule as affecting.*—If a person who is the occupant of an excepted position at the time such position becomes nonexcepted is afterwards promoted to another position which is still excepted and is subsequently separated from the service, his status for reinstatement is the same as if such separation had been from the nonexcepted position. The fact that the excepted position was transferred to the competitive class conferred the right of such a transfer upon him. The fact that he was afterwards transferred to a position which is now excepted would not deprive him of the right of transfer, as Rule X, clause 7, provides that a person who has been transferred from one classified position to another classified position may be retransferred to the position in which he formerly served, or to any position to which transfer could be made therefrom. An excepted place is classified. (Letter of Jan. 14, 1899, to secretary of Postal Board, New Orleans, La., File 5450.)

5. *Of person separated from position afterwards excepted from examination.*—A person separated from a position subject to competitive examination does not lose status for

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reinstatement merely because the position is afterwards excepted from examination. (Minutes, Aug. 8, 1901, clause 4.)

6. *Of employee on furlough when position was classified on May 6, 1896.*—D was employed from July 4, 1895, to April 30, 1896, when he was furloughed for three months. On May 6, 1896, the position in which he served was classified by an Executive order. He was not reemployed. Held, in response to a request in August, 1901, that D's name be added to the list of persons classified on May 6, 1896, and certificate be issued for his transfer to the Indian Office, that he is not now in the classified service, and therefore not eligible for transfer. The furlough was not indefinite, but was for only three months, and when it expired D was not reemployed. The allowance of a furlough for so long a time would open the door to serious abuse and defeat the intention of the President in fixing a time limit for reinstatement. A transfer from a position in the field to a position in a department more than five years later does not appear either to have been the purpose of the furlough or to be a proper reason for granting it. (Minutes, Aug. 8, 1901, clause 3.)

7. *Occasional performance of classified duty.*—The occasional performance by a person in one unclassified position of duty naturally belonging to another unclassified position, which other unclassified position afterwards becomes classified, does not after separation from his unclassified position confer upon such person any right of reinstatement to the position which has become classified. (Minutes, May 19, 1899, clause 3.)

8. *Can not be made to prolong eligibility.*—The head of a department can properly make a requisition for a certificate upon which to make an appointment only when there is an existing vacancy, or one about to exist, the date of which should be stated. The limitation of one year provided by the rule, while in terms applying to the date of the requisition of the department, must be construed as extending the privilege of appointment no longer than is reasonably required by the steps to be taken in filling the vacancy. \* \* \*

There is no authority for holding that a new term begins after the certificate for reinstatement is issued. \* \* \* Under such a construction the head of a department might defeat the limitation of the rule by calling for certificate for reinstatement at the expiration of the year, with no present purpose of acting upon it, but merely of keeping the door open twice the length of time fixed by the rule for re-entry to the service. (Letter to Secretary of the Treasury, March 12, 1890.)

9. *Vacancy should exist.*—The actual reappointment of a person may take place after the expiration of one year from the date of separation, provided the requisition is made within the year and the vacancy exists at the time the requisition is made. (Minutes, June 1, 1889, clause 6, and Jan. 30, 1894.)

10. *Prospective vacancies—Carriers, Post-Office Service.*—In view of the peculiar conditions governing the carrier service, where the reinstatement of a carrier is asked for within the year to a specific position in which a vacancy is about to exist, because either the resignation of the incumbent has already been handed in or because the postmaster has asked for the dismissal, such reinstatement can be allowed only to the specific position in which the vacancy has actually been provided for as above indicated, and only then upon a full presentation of the case by the Post-Office Department and the approval of the Commission. (Minutes, Oct. 13, 1893.)

11. *Delinquency or misconduct, separation without.*—The fact that there is no record in a department showing that a separation was for delinquency or misconduct can not be accepted as conclusive that such separation was not for that reason. Positive certificate must be made by the head of the department that the cause of the separation was not delinquency or misconduct when under the rules that fact is one of the conditions of the reinstatement. (Minutes, Mar. 27, 1900, clause 3; Apr. 5, 1900, clause 7.)

12. *Same: Voluntary and involuntary separation without.*—If a substitute carrier who was separated from the service involuntarily and through no fault of his own be rein-

stated he shall be restored to all the rights which attached to his original position, and will be entitled to resume the relative position as substitute which he held at the time of his separation; but if a substitute or regular carrier who left the service *voluntarily* be reinstated, his relative position on reinstatement will be a matter in the discretion of the Department. (Letter from First Assistant Postmaster-General to postmaster New York City, Nov. 23, 1893.)

13. *Same: Separation at end of probation.*—A substitute employed in a post-office was dropped at the end of the probational period because he was considered slow and did not give promise of making a good clerk, having had but two weeks' test during probational period. The Commission held that this did not constitute *delinquency or misconduct*, and that certification for his reinstatement might issue, but that it must be for the purpose of making absolute appointment, because under the rules there can be but one period of probation. (Letter to Boston Postal Board, Dec. 9, 1890.)

14. *Same: Condonation of.*—This Commission has uniformly held that a person can not be reinstated under Rule IX upon a condonation of the delinquency or misconduct that occasioned his separation from the service. The officer making the requisition for reinstatement must state, in the terms of the rule, that the separation was "without delinquency or misconduct." Of course this does not prevent the reinstatement of an employee dismissed upon charges if subsequent investigation shows the charges to have been unfounded and the dismissal, therefore, to have been without delinquency or misconduct. (Minutes, Mar. 31, 1888, clause 3, vol. 7, pp. 217, 218. Letter Books N, p. 348, Apr. 3, 1890, and P, p. 206, Aug. 19, 1890.)

15. *Same: Inefficiency not delinquency.*—When a person is discharged for inefficiency and the head of the department from which he was separated states that his inefficiency was not due to delinquency or misconduct, and it is desired to give him a further trial on work of a character better fitted to his abilities, a certificate for reinstatement will issue. (Minutes, vol. 21, p. 431; see also Minutes, Aug. 25, 1899, clause 3; Sept. 29, 1899, clause 1; Nov. 13, 1900, clause 2.)

16. *Same: Overindulgence in intoxicants.*—Certificate for reinstatement of person removed for this cause refused on ground that section 8 of the civil-service act provides that no person habitually using intoxicating beverages to excess shall be appointed to or retained in any office or position to which the act applies. (Minutes, Nov. 7, 1901, clause 3.)

17. *Same: Overindulgence in intoxicants.*—The Commission has at no time, and can not now, regard such overindulgence as a mere disease, but must consider it a misconduct, and that persons dismissed for that reason are not eligible for reinstatement under Rule IX. (Minutes, Nov. 19, 1901, clause 6.)

18. *Reduction of force.*—The Commission holds that a reduction of force made necessary by reason of the depletion of the appropriation for certain specified work is not a reduction of force specifically required by law within the meaning of Rule IX as amended May 29, 1899. (Minutes, Oct. 26, 1899, clause 5. See also Opinions of Attorney-General, No. 62, page 144, *post.*)

19. *Revocation of order of dismissal.*—Reinstatement can not be made by revocation of order of dismissal. (Circular letter of Jan. 23, 1888.)

20. *Post-Office Guards; Treasury Guards; War Department Rifles.*—Service in, not military service within the meaning of Rule IX. In the opinion of the Commission the military privilege should apply only to those who *actually served* as soldiers or sailors in the war of the rebellion, and should not be extended to permit appointment by reinstatement of those persons who, being in the service of the Departments in 1864, were organized into companies and regiments and drilled for a longer or shorter time, not one of whom regarded himself or was regarded as a soldier, or as engaged in the military service. They did not leave civil life, did not give up their civil pay, and incurred no military hardships or dangers. The Commission is therefore unable

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to hold that these clerks who were given arms merely for the better protection of the public buildings are to be treated as on the same footing with the Quartermaster's volunteers, who did actual fighting and who were employees of the military department. (Minutes Dec. 23, 1901, clause 2; also military files 4764 and 7089, letters from Commission of July 5, 16, and 25, and Dec. 28, 1901.)

21. *Enrolling officers* were merely civilian employees during the civil war. They were not mustered into or discharged from the military service, and formed no part of the military establishment. They are not eligible for reinstatement under the military proviso of Rule IX. (Minutes, Feb. 12, 1901, clause 8.)

22. *Philippine insurrection*.—The Commission holds that the insurrection in the Philippines is an incident of the war with Spain; that Congress has recognized the exceptional hardships of the soldiers in the service in the Philippines by giving to all in such service additional pay, and they should have the benefit of the proviso of the rule with reference to reinstatement equally with those who served in the Spanish-American war. (Minutes, Nov. 12, 1900, clause 1.)

23. *Widow of soldier*.—A woman claiming right to reinstatement as the widow of a soldier must prove: (1) Date of her marriage to the soldier; (2) his death, and (3) that she is his widow.

Where marriage occurred after her separation from the service she is nevertheless entitled to the privilege conferred by the rule. (Case of Mrs. B., Treasury Department, Dec. 14, 1892.)

24. *Same: Remarried*.—A woman who remarries after the death of her husband is, after such remarriage, no longer his widow, and is therefore not eligible to reinstatement under the rule. (Letter to Secretary of the Treasury, Sept. 9, 1893.)

25. *War of the rebellion*.—According to the decision of the Supreme Court (12 Wallace, p. 700) the war of the rebellion closed on August 20, 1866. Therefore service prior to that date, whether on the frontier or elsewhere, and whether or not in any State or part of the country in actual rebellion, will be regarded as service in the war of the rebellion. (Minutes, Apr. 13, 1899, clause 2.)

*Legal residence as affecting*.—(See Legal Residence, sec. 7, p. 121.)

See also Furlough, secs. 1 and 2, pp. 120, 121.)

*Where certificate for original appointment is pending*.—(See Certification, sec. 18, p. 114.)

### SUBSTITUTES.

1. *Prohibited in departments*.—In view of the fifth section of the act of March 3, 1893, defining the hours of labor in the departments and showing under what circumstances leaves of absence may be granted, substitutes may no longer be employed. (First Comptroller, Mar. 14, 1893. See Opinion of Attorney-General, Mar. 6, 1890, sec. 21, p. —, *post*.)

2. *Duties of substitute letter carriers*.—A substitute letter carrier may perform any duty, with or without compensation, in the post-office at which he is employed, when he is not actually engaged in the performance of substitute letter-carrier work. (Minutes, Jan. 2, 1894, clause 5.)

3. *Promotion from substitute to regular positions*.—In all future cases it will be insisted upon that promotions from substitute to regular positions shall be made in the order of the date of probational appointment in the entire office and not in any one division thereof. The method of promoting according to seniority in substitute service in each separate division, if adopted, would result in the promotion of substitutes serving in divisions where changes are frequent, while those serving in divisions where changes occur less frequently would remain upon the substitute list long after their more fortunate associates, probationally appointed after they were, had secured places on the regular force. (Letter to Louisville postmaster, dated Nov. 23, 1892, File 4080. See also Minutes, May, 18, 1888, clause 3; July 7, 1888, clause 1; Aug. 14, 1888, clause 2.)

4. *Order of promotion of substitutes to regulars.*—For the purpose of determining with certainty the order of appointment as substitute, and therefore the order of priority for appointment to the regular force, the date given in the nomination to the Postmaster-General of a person for appointment to the grade of substitute carrier is to be taken as the date of such appointment. The date of commencement of service and of pay of a person appointed to the substitute force of any other grade is to be taken as the date of such appointment. (Circular letter No. 2, of January, 1891.)

5. *Order of seniority of substitute carriers.*—When more persons than one are nominated on the same day for appointment as substitute letter carriers, their seniority as such substitute letter carriers shall be determined by their standing or rating on the eligible register, and not by the order of their selection. (See Post-Office Department's circular letter to postmasters, dated Oct. 10, 1894.)

6. *Waiver of promotion by senior substitute.*—The Commission, in its discretion, may authorize a senior substitute to waive his right of promotion to a vacancy in the position of clerk or carrier in favor of the substitute standing next highest on the list, and retain his position at the head of the substitute list; but this will not be permitted until the Commission shall have ascertained through direct correspondence that such is the wish of the parties concerned. (Minutes, Mar. 2, 1895, clause 20.)

7. *Temporary employment in regular position as affecting status of substitutes.*—Certain persons employed temporarily on account of the increase in the business of an office during the summer months have been separated from their temporary employment; the question arises as to whether they are by this separation from temporary regular employment relegated to their former positions on the substitute force of the office, or entirely separated from the service. The Commission holds that they are relegated to their former positions on the substitute force of the office, and do not become separated from the service unless so separated by some action of the Post-Office Department intended to have that effect. (Minutes, Oct. 5, 1893, clause 5.)

*Promotion in order of averages.*—(See Promotion, sec. 11, p. 126.)

*Reinstatement of, when separated at end of probation.*—(See Reinstatement, sec. 13, p. 129.)

*Transfer of, in Postal Service.*—(See Transfer, secs. 4 and 5, p. 132.)

#### TEMPORARY APPOINTMENTS:

1. *Examination of appointees.*—It is ordered: (1) That whenever, owing to the exigencies of the service, a temporary appointment is authorized to fill an existing vacancy, the appointing officer will be requested to have the temporary appointee complete an application in proper form and take the proper examination held to fill such vacancy. (2) In case a temporary appointee fails, without good reason satisfactory to the Commission, to file a completed application in proper form and enter an examination held to fill the vacancy in which he is serving, or fails in such examination, the extension of the temporary appointment of such person will not be authorized, except upon reasons which must be satisfactory to the Commission, and unless, as the result of such examination, no eligibles at all are secured. (Minutes, Apr. 29, 1899, clause 4; see also Minutes of May 11, 1899, clause 4.)

2. *Change of status of, when made from register.*—A temporary appointment from a certification of the Commission made for the purpose of such temporary appointment may be changed into a regular appointment, provided the person so selected for temporary appointment was on the date of his certification for temporary appointment also entitled to certification for regular appointment to the same position. (Minutes, Nov. 2, 1900, clause 14.)

3. *Same: Eligibility expired during temporary service.*—A person appointed for temporary service from a register of eligibles, and whose year of eligibility may have expired during such period of temporary service, may, upon the request of the appointing officer, be certified for permanent appointment, provided the relative

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standing on the register of the said eligible at the time of selection for temporary appointment would have entitled him to certification at that time for permanent appointment. (Minutes, Feb. 12, 1898.)

4. *Permanent appointment of.*—Section 17 (formerly section 15) of Rule VIII, providing for the permanent appointment of temporary appointees who were serving on May 29, 1899, does not apply to a person separated from a position in which he was temporarily serving on that day, and from which he was afterwards separated before receiving permanent appointment. (Minutes, Apr. 17, 1900, clause 5; Nov. 12, 1900, clause 2.)

5. *Limitation to thirty days applies only to particular vacancy.*—The limitation in section 13 of Rule VIII that emergency appointments shall in no case continue longer than thirty days applies to a particular vacancy, and the same person may be employed, in another vacancy, for such a part of thirty days as may be required for the issuance of a certificate and the execution of the necessary details of an appointment thereto in accordance with the provisions of the rule. (Minutes, Feb. 27, 1901, clause 4.)

6. *Rights of temporary appointees.*—Where the duration of the employment is restricted to a limited period, and appointment is made for such employment from the registers of eligibles in the same manner as in the case of filling a regular position permanent in character, the person appointed being among the three highest on the register and next entitled to certification, such appointee acquires the same rights as though he had been appointed to a regular and continuing position; i. e., he may be promoted or transferred to such a continuing position. His name may also be retained on the register of eligibles for certification to regular positions.

### TRANSFER.

1. *Legal residence in case of eligibles.*—Where a person to be transferred has taken an examination and his name is upon the register of eligibles, the fact that he is an eligible will be allowed to stand in lieu of his being again required to file an application showing legal residence. (Minutes, Apr. 28, 1898, clause 1. See also Regulation II of Regulations to Govern Transfers and Reinstatements, p. —.)

2. *Involving promotion.*—The transfer and promotion rules should be read together, and where the transfer involves a promotion the requirements of the promotion rule and regulations should be observed. (Minutes, Dec. 22, 1899, clause 2.)

3. *Clerk to carrier at newly classified post-offices.*—The right of the Post-Office Department to transfer to the position of carrier at a newly classified post-office a person who was on duty in a clerical capacity in the post-office at the time of its classification is not affected by the fact that such person entered an examination specially held to establish a register of clerks and carriers at the newly classified office, whether such person passes or fails in the examination. (Minutes, Apr. 13, 1899, clauses 8 and 9.)

4. *Of substitutes.*—Substitutes can not be transferred to a regular position in another office or part of the service. They must become regular employees before any right of transfer outside of the office in which they are serving can arise. (Minutes, Sept. 21, 1900, clause 3.)

5. *Of substitute letter carrier.*—A substitute carrier may be transferred to substitute carrier in another office, taking his position on the substitute list in order of date of appointment in the office from which transferred. (Minutes, Jan. 5, 1899, clause 2.)

6. *From permanent census.*—Under Rule X, section 2, relating to transfers, the Commission holds that all persons who were serving in the temporary Census Bureau on March 6, 1902, and have been appointed on July 1, 1902, in the permanent Census Bureau, must serve six months in the permanent Bureau before they are eligible for transfer. (Minutes, July 11, 1902, clause 3.)

7. *From newly classified post-office.*—Transfer of employee to Washington, D. C., post-office. *Held, in view of the fact that the person whose transfer is requested never*

reported for duty at the newly classified post-office, that the oath of office was never administered to him there, and that he has not received compensation from that office, he can not be regarded as having been brought within the classified service upon the extension of free delivery to the office, and that he has therefore no status for the transfer. (Minutes, Dec. 7, 1900, clause 4.)

8. *Status for transfer to departmental service of Indian appointed by noncompetitive examination.*—The position of teacher filled by an Indian in accordance with Rule IV, section 3, clause (b), is not an excepted position as that term is used in the rules, these positions not being enumerated in the rule specifically naming the various excepted positions. The prohibition, therefore, now contained in section 4 of Rule X does not apply to such a transfer, it being held by the Commission that a provision in the rule according right of noncompetitive entrance to the service is of the nature of a special preference for Indians in appointment to the five positions specifically enumerated. (Minutes, Jan. 31, 1901, clause 2.)

9. *From excluded position to competitive.*—A person who has regularly entered a position at the time it was included in the classified competitive service, but which has since been excluded under the provisions of Rule III, and has served continuously therein, may, subject to the other conditions and provisions of the rules, be transferred to a position in the competitive classified service. (Minutes, July 31, 1901, clause 1; Aug. 1, 1901, clause 6; Dec. 18, 1901, clause 2.)

10. *Promotion in same office of a department.*—The rule forbidding transfer, except to a position in which the performance of the same class of work is required, is not intended to prevent the advancement of employees within the same office of a department. (Minutes, May 29, 1902, clause 1.)

*Eligible seeking transfer.*—(See Legal Residence, sec. 8, p. 122.)

## OPINIONS OF ATTORNEYS-GENERAL.

1. *Rules of former Executives binding until repealed.*—It is a rule which each Administration has prescribed to itself to consider the acts of its predecessors conclusive so far as the Executive is concerned. If a decision in a case made eight years ago under a former Executive is open for review and revisal, the same principle will open decisions made during the Presidency of Washington, and keep the acts of the Executive perpetually unsettled and afloat. (Opinion of Oct. 1, 1825, 2 Op., 8.)

2. *Construction to be given acts of Congress.*—Acts of Congress should be so construed as to render their several provisions operative and in accordance with the intent of the makers of the law. (Opinion of Dec. 8, 1829, 2 Op., 306.)

3. *Authority of acts of the President.*—Where an act of Congress, establishing a general system, confers on the President the authority to do a specific act for the purpose of perfecting the means by which the system shall be carried into effect, the act of the President, when performed according to the terms of the statute, has all the validity and authority of the statute itself. (Opinion of Mar. 19, 1862, 10 Op., 469.)

4. *Accounting officers, to what extent responsible to the President.*—The President has no authority to perform personally the duties appropriate to the office of an Auditor or Comptroller of the Treasury, but it is his duty, and he has the authority, to see that each performs the duties required of him by law. (Opinion of Oct. 8, 1864, 11 Op., 109.)

5. *Retired army officers.*—A retired officer of the Army does not vacate his commission by accepting a civil office, unless it be an office in the diplomatic or consular service, in which latter case he is to be regarded as having resigned his place in the Army. From the general law applicable to such case (contained in section 1223, Revised Statutes), a certain class of retired officers described in the act of March 3, 1875, chapter 178, are excepted.



He is not precluded from holding a civil office which he may lawfully hold under and by virtue of an appointment to such office, and is entitled to draw his pay as a retired officer and also the salary provided for the civil office during the period of his incumbency of the latter office. (Opinion of June 11, 1867, Vol. XV, p. 306. See sec. 2, legislative, executive, and judicial appropriation act of July 31, 1894.)

6. *Restriction of choice in appointment.*—The power of appointment conferred by the Constitution is a substantial and not merely a nominal function, and the judgment and will of a constitutional depository of that power should alone be exercised or have legal operation in filling offices created by law. (Opinion of Aug. 31, 1871, 13 Op., 516.)

The right of Congress to prescribe qualifications for office is limited by the necessity of leaving scope for the judgment and will of the person or body in whom the Constitution vests the power of appointment. (Ibid.)

Congress may, at its pleasure, distribute the appointment of inferior officers between the President, courts of law, and heads of departments, or confide the same exclusively to one or more of these depositories; but it can not constitutionally vest such appointment elsewhere, directly or indirectly. (Ibid.)

Accordingly an act requiring the President, the courts, and heads of departments to appoint to office the persons designated by an examining board as the fittest would be at variance with the Constitution, inasmuch as it would virtually place the power of appointment in that board. (Ibid.)

But though the result of an examination before such a board can not be made legally conclusive upon the appointing power, against its own judgment and will, yet it may be resorted to in order to inform the conscience of that power. (Ibid.)

And notwithstanding that the appointing power alone can designate an individual for an office, still, either Congress, by direct legislation, or the President, by authority derived from Congress, can prescribe qualifications and require that the designation shall be out of a class of persons ascertained by proper tests to have those qualifications. (Ibid.)<sup>a</sup>

7. *Authority of the President as the Chief Executive.*—In the exercise of his general administrative superintendence the President may interfere to restrain an officer from assuming an authority that does not belong to him, as well as to compel the officer to perform a duty that does belong to him. (Opinion of May 15, 1876, 15 Op., 94.)

8. *Acts of prior Administrations final.*—It is a settled rule of administrative practice that the official acts of a previous Administration are to be considered by its successor as final, so far as the Executive is concerned. (Opinion of Mar. 20, 1877, Vol. XV, p. 208.)

9. *Preference under section 1754, Revised Statutes.*—The joint resolution of March 3, 1865 (sec. 1754, R. S.), considered in connection with the act of March 3, 1871, chapter 114, is construed to mean that honorably discharged soldiers and sailors are not exempt from liability to examination for admission into the civil service, but that they are entitled to a preference for appointment as against other persons of equal qualifications for the place. (Opinion of Aug. 13, 1881, Vol. XVII, p. 194.)

10. Doubt suggested whether the provision in section 3 of the act "to regulate and improve the civil service," etc. (22 Stat. L., 403) for the employment of a "chief examiner," does not come in conflict with the constitutional rule on the subject of appointments.

<sup>a</sup> The Attorney-General decided August 31, 1871, that both the theory of the Constitution and its recognized interpretation allowed the direct exercise of choice by the appointing power to be limited to a few of the worthier applicants, the less worthy having been first ascertained and eliminated by a just method authorized by law and fairly exercised under its sanctions. The same legal opinion has also been given in England, where the same question arose. (Report of the Civil Service Commission, April 15, 1874; Ex. Doc. No. 221, 43d Cong., 1st sess.)

The word "employ" is sometimes used in our legislation in a sense equivalent to "appoint." (Opinion of Jan. 22, 1883, Vol. XVII, p. 504.)

11. *Family—eligibility for examination.*—Whether there are already two or more members of a family in the public service, etc., as provided in section 9 of the civil-service act of January 16, 1883, chapter 27, is not a question to be considered by the Civil Service Commission, but by the appointing power. (Opinion of June 12, 1883, Vol. XVII, p. 554.)

12. *Classification.*—Departmental clerks whose salaries are \$900 or \$1,000 per annum, although not belonging to any of the classes in section 163, Revised Statutes, come within the scope of the act of January 16, 1883, chapter 27, and may be classified thereunder for the purpose of examination into one or more classes, as may be deemed expedient.

Under section 1753, Revised Statutes, the President may prescribe regulations for admission into the civil service and thereby restrict original entry therein to one or more of the classes that may exist, or permit such entry to all of them, as in his judgment will best promote the efficiency of the service.

If the \$900 to \$1,000 clerkships are constituted a distinct class, a promotion from such class to another class without examination, excepting where, in conformity to the act, the person to be promoted is specially exempted, would be forbidden by the act of January 16, 1883. To be eligible for appointment to any class (whether by promotion or otherwise) the applicant must have passed an examination to test his fitness for the place. (Opinion of Nov. 9, 1883, Vol. XVII, p. 621.)

13. *Family—eligibility for appointment.*—Where a father and daughter held each an office in the classified service in one of the departments and another daughter, having passed the required examination, was proposed for appointment in another department: *Held*, That by force of section 9 of the act of January 16, 1883, chapter 27, the last-mentioned daughter, so long as the above state of facts exists, is ineligible for appointment to any office or place in the classified service. (Opinion of Dec. 9, 1884, Vol. XVIII, p. 83.)

14. *Special examiners of the Pension Bureau.*—Special examiners of the Pension Bureau, authorized to be appointed by the act of July 7, 1884, chapter 331, and by the act of March 3, 1885, chapter 343, come within the purview of the civil-service act of January 16, 1883, chapter 27; and in appointing such officers the latter acts and rules thereunder should be observed.

The office of special examiner is newly created by the said act of 1885, as it was by the said act of 1884, the term under each act being for one year only. (Opinion of May 7, 1885, Vol. XVIII, p. 172.)

15. *Section 164, Revised Statutes, repealed.*—The act of January 16, 1883, chapter 27, to regulate and improve the civil service of the United States, repeals by implication section 164, Revised Statutes. (Opinion of Aug. 1, 1885, Vol. XVIII, p. 245.)

16. *Chief examiner.*—The office of chief examiner in the Civil Service Commission, created by the act of January 16, 1883, chapter 27, is to be filled by appointment by the President, with the advice and consent of the Senate. (Opinion of May 26, 1886, Vol. XVIII, p. 409.)

17. By section 1754, Revised Statutes, it is made the duty of those making appointments to civil offices to give a preference, other things being equal, to the class of persons named in that section; but the matter of capacity and personal fitness for the place is for the determination of the appointing power. (Opinion of May 24, 1889, Vol. XIX, p. 318.)

18. *Railway Mail Service—appointment.*—T. was appointed a railway postal clerk by the Postmaster-General on April 29, 1889, without having undergone a civil-service examination (none being then required for such appointment), but he did not take the oath of office and enter upon its duties until May 13, 1889. In the meantime, namely, on May 1, 1889, civil-service rules for the Railway Mail Service went into

effect, requiring an examination thereunder as a preliminary to making an appointment like the above: *Held*, That T. was legally appointed on April 29; that his appointment was complete on that date, although he did not qualify by taking the oath of office until afterwards, and that no examination under the civil-service rules was required in his case. (Opinion of Oct. 14, 1889, Vol. XIX, p. 410.)

19. *Reinstatement*.—F., a clerk in the War Department, resigned June 30, 1888, and on November 2, 1888, was reappointed to a clerkship in the same Department on a certificate for reinstatement given by the Civil Service Commission under Departmental Rule X (now Rule IX), but failing to avail himself of this opportunity to reenter the service, the last-mentioned appointment was canceled January 28, 1889. On August 13, 1889, the Secretary of War requested that F. be again certified by the Commission for reinstatement; but the Commission, on August 25, 1889, declined to issue a certificate, on the ground that he had been separated from the service more than a year, and was not eligible for reappointment under said rule: *Held*, That the decision of the Commission, namely, that a second certificate for reappointment could not issue to F. because he had been separated from the service for more than a year, was in accordance with Rule X. (Opinion of Oct. 26, 1889, Vol. XIX, p. 416.)

20. *Quartermaster's volunteers*.—Where one served in the war of the rebellion in the military organization known as "Quartermaster's Volunteers," or "Quartermaster's Brigade," and was honorably discharged from the service: *Held*, That he is entitled to the benefit of the proviso in Departmental Rule X (now Rule IX) of the Civil Service Rules, as one who "served in the military service of the United States in the late war of the rebellion, and was honorably discharged therefrom," within the meaning of that rule. (Opinion of Nov. 19, 1889, Vol. XIX, p. 334.)

21. *Employment of substitutes*.—In the matter of the proposed amendment of Departmental Rule VII and revocation of Departmental Rule II of the Regulations of the Civil Service Commission (with a view to provide for the employment of substitutes for clerks, copyists, and other employees in the departments who are temporarily absent on account of sickness or other unavoidable cause, and for the selection of such substitutes from persons regularly certified by the Civil Service Commission), considered in connection with section 4 of the act of August 5, 1882, chapter 389, and section 4 of the act of March 3, 1883, chapter 128, the Commission is advised that while the amendment proposed is not beyond the power of the Commission, with the approval of the President, to make, yet that such amendment would be inoperative whenever it should become necessary to make an additional expenditure for the employment of substitutes. (Opinion of Mar. 6, 1890, Vol. XIX, p. 507.)

22. *Reinstatement—contract surgeons*.—A person who served as a contract surgeon in the late war of the rebellion, with troops in the field and in hospitals, and by completing his contract was honorably discharged from the service, is within the proviso to Departmental Rule X (now Rule IX) of the Civil Service Rules and Regulations, and entitled to the benefits thereby conferred. (Opinion of Apr. 8, 1890, Vol. XIX, p. 533.)

23. *Reinstatement—general-service clerks*.—H. served in the war of the rebellion in a New York regiment from May 12, 1861, to May 13, 1863, when he was honorably discharged. On the latter date he enlisted in the "general service" of the Army for clerical duty at headquarters, and was transferred to the Adjutant-General's Office April 1, 1864, in which he served on clerical duty until May 13, 1868, when he was discharged through no delinquency or misconduct on his part. Application being now made by him for reinstatement under amended Departmental Rule X (now Rule IX) of the Civil Service Rules, the Secretary of War requests that he be certified by the Civil Service Commission for reinstatement as a clerk in the War Department under said rule: *Held*, That H., during the period of his enlistment in the "general service" for clerical duty, as above, was not in the classified departmental service, and that (he not having been separated from the latter service) his

case does not come within the provisions of said Rule X (now Rule IX), and therefore that he can not be certified thereunder. (Opinion of May 9, 1890, Vol. XIX, p. 552.)

24. *Railway Mail Service—transfer clerks.*—Upon the facts submitted (which are set forth in the opinion): *Advised*, That the appointment of certain railway transfer clerks, who had not been examined and certified for appointment by the Civil Service Commission, was not within the amendment of clause 5 of Railway Mail Rule II, adopted August 19, 1889, which excepts from examination clerks in the Railway Mail Service who are "employed exclusively as porters in handling mail matter in bulk, in sacks, or pouches, and not otherwise."

Section 1019 of the Postal Regulations (edition of 1887) can not prevail over, but must yield to, the subsequently adopted amendment of said clause 5, which should be strictly confined to the class of transfer clerks therein mentioned. (Opinion of July 8, 1890, Vol. XIX, p. 583.)

25. *Certificate of county officer in application for examination.*—The words "departmental service" and "the service," as used in the proviso in that part of the legislative, executive, and judicial appropriation act of July 11, 1890, chapter 667, which relates to the Civil Service Commission, mean the classified civil service as established by sections 163 and 167, Revised Statutes, and section 6 of the act of January 16, 1883, chapter 27.

The words in the same proviso, viz, "Promotion or appointment in other branches of the Government," signify promotion or appointment in the classified service of some other department than that to which the applicant may belong.

*Semble*, That an application for a transfer is not within the exception of the proviso.

Congress not having designated in the proviso any particular county officer or officers who may make the certificate required to accompany the application, this matter must be presumed to have been left as a subject for regulation by the Civil Service Commission. (Opinion of Aug. 2, 1890, Vol. XIX, p. 624.)

26. *Actual bona fide residence.*—Meaning of the words "an actual bona fide resident," as used in the proviso of the paragraph of the act of Congress of July 11, 1890, making an appropriation for the expenses of the Civil Service Commission.

Just what constitutes an actual bona fide resident is not always easy to determine. That a man may have an actual bona fide residence in one place and be bodily absent therefrom for months and even years together is certainly true. Instance of a Government official. Such a person is liable to all the burdens of residence and citizenship at home.

A person who leaves his home in one of the States, with his family, and engages in business, public or private, in the District of Columbia, or elsewhere, denies his liability to the burdens of residence at his former State home, and is not an actual bona fide resident at that place. Claim to vote in the State from which he came would not make him a proper applicant for the examination provided for in this section. It was the purpose of the act to discriminate against persons of the latter class, persons who claim the benefit of State citizenship and disclaim or fail to discharge any of the obligations of such State residence and citizenship. (Opinion of Apr. 1, 1891.)

27. *Revocation of order canceling selection for appointment.*—Whether appointing officer may revoke order revoking Mrs. B.'s selection for appointment, withdraw his notice to the Commission of this revocation, and appoint Mrs. B. without further certification. Mrs. B. failed to receive the notice of her selection for appointment, not through any fault or neglect on her part, but probably from an error of the Department in addressing the notice to Miss, instead of Mrs., B., and the failure of the postmaster at the address on the notice to forward the letter to Mrs. B. at a new address, which had been left with him.

There are weighty reasons why such a course would be inadmissible under the

civil-service rules and regulations. It seems clear that after the revocation of the order of selection Mrs. B. stood in the same position as the other eligibles whose names were certified with hers; like them, she had been certified, but not appointed.

If allowed, it might result in the appointment of a person whose term of eligibility had expired, as in fact is the case with Mrs. B.; secondly, it might result in giving the State to which the appointee belonged more than its lawful quota of appointments, and such, we are informed, would be the result of Mrs. B.'s appointment at this time; and thirdly, it might result in the appointment of a person over the heads of others of higher standing on the same register, whose names had been added since the appointee's name had been certified, and who would have been certified to the appointing power if the Commissioners of the Civil Service had been applied to for the usual certificate. (Opinion of Apr. 8, 1891.)<sup>a</sup>

28. *Review of decision by Commission upon question arising under the rules—Indiana minutemen.*—Whether E. is eligible for reinstatement by reason of service in regiment of Indiana "minutemen" at the time of the insurgent foray known as Morgan's raid. The Commission decided that as the records of the War Department do not show that such an organization was in the service of the United States, he was not entitled to reinstatement.

If the Commission determined the question in accordance with law, no further proceedings in the premises are authorized.

No statute is found which authorizes the Secretary of the Interior or the Attorney-General, upon the suggestion of the Secretary, to reverse or to review this action of the Commission. The limitation of the statutes and the precedents established by learned predecessors preclude me from now reviewing the decision made by the Civil Service Commission. (Opinion of June 25, 1891.)

29. *Validity of appointment contrary to apportionment.*—H. was examined, alleging an actual bona fide residence in one State, and subsequently and before appointment became a resident of another State without advising the Commission of his change of residence. Had he done so his name would have been transferred to the register of the new State. Had this been done his name would not have been certified when it was and he would not have been appointed, but a resident of the State from which he was examined would have been. As a consequence of his failure to give timely notice of his removal, the one State was charged with an appointment which it did not receive and failed to receive an appointment it was entitled to, and the other received an appointment with which it was not charged and to which it was not then, nor has it been since, entitled under the law and rules.

While it is the undoubted duty of the executive branch to give effect to the requirement of Congress for an apportionment, it is a very different thing to say that an appointment made in disregard of this rule of apportionment, through a mere inadvertence, is to fail entirely and be treated as a nullity.

Congress did not intend that in such a case as this, where everything was done in good faith, an inadvertent disregard of the rule of apportionment in making an appointment should annul that appointment. The statute is directory only in the above particular, consequently the appointment of H. was not invalid. (Opinion of Dec. 10, 1891.)

30. *Examining boards—carrier entitled to compensation while serving as examiner.*—Section 3 of the civil-service act authorizes the Civil Service Commission "to designate and select a suitable number of persons, not less than three, in the official service of the United States, to serve as an examining board in one or more places in each

<sup>a</sup> In *Pulaski v. Lyman*, supreme court, District of Columbia, Bradley, J. (Washington Law Reporter, vol. 21, p. 403), it was held that when a postmaster notifies a secretary of a board of examiners of a selection for appointment from a certification all rights under the certification are exhausted, and the Postmaster-General or the postmaster has no right to make a further appointment without a new regulation and certification.

State and Territory." Section 5 of Rule IV of the civil-service rules provides that: "An examiner shall be allowed time during office hours to perform his duties as examiner, which duties shall be considered part of his official duties." If this section is not inconsistent with the law referred to (and I think it is not), it has the force and effect of law itself. The law provides that the examiners "shall be in the official service of the United States, and, of course, entitled to the compensation of the positions they hold." It is within the spirit and, as a consequence, within the clear meaning of the letter of the law, that the examiner during the time he is engaged in conducting civil-service examinations is attending to his official duties, and it is quite clear that he should be paid the compensation attaching to his office during that time.

The act of August 2, 1892, to which reference is made, clothes the Postmaster-General with authority to appoint substitute letter carriers, "whose compensation shall be \$1 per annum and the pro rata compensation of the carrier on whose route they may be required to serve." It does not necessarily follow that in all cases the compensation of the substitute shall be deducted from the pay of the carrier; and, as the right of the carrier to be paid his compensation while serving as an examiner aforesaid is unquestionable, it follows that the substitute should be paid out of the general appropriation for the free-delivery service. (Opinion of Assistant Attorney-General for the Post-Office Department, dated July 23, 1892.)

31. *Can a court require, on subpoena, the production of any application or examination papers or other records of the boards of civil-service examiners?*—1. The general power of appointment to office being in the President, qualified only by the right of Congress to vest the appointment of inferior officers in him, in the courts of law, or in the heads of Departments, the Civil Service Commission is to be regarded as an advisory board subordinate to the President, reporting to him, and clothed with the functions of aiding the President or any head of department in the exercise of the appointing power.

2. The boards of civil-service examiners are selected by the Civil Service Commission, and, though subordinate to the Commission, may be properly regarded as officials of the respective departments in connection with which they act.

3. The application and examination papers or other records of the civil-service examiners are therefore the official records or papers of the President or of the head of a department.

4. Being records and papers of the character described, their production can not be compelled by the courts whenever the general public interests must be deemed paramount to the interests of private suitors.

5. When such general public interest forbids the production of an official record or paper in the courts, and for the purposes of the administration of justice, is a question not for the judge presiding at the trial in aid of which the record or paper is sought, but for the President or head of department having the legal custody of such record or paper.

And such question may be determined either as and when arising in each particular case, and upon its own peculiar facts and merits, or in advance, by general rules applicable to all records and papers, or by special rules applicable to special classes of records of papers. (Opinion of Mar. 31, 1893.)

32. *Authority of the Commission to prescribe certain regulations respecting legal residence.*—If the construction given to the words in the Commission's order of March 7, 1893, viz, "actually living and residing in and having his or her place of abode," involves narrowing the statutory requirement of "actual bona fide residence," then it is a regulation which the Commission has no authority to make. Attorney-General Miller, in his opinion of April 1, 1891, construing the words "actual bona fide resident," contained in the act of July 11, 1890, held that these words did not necessarily require actual bodily presence. The order of the Commission does require

actual bodily presence, except in the four classes of cases specified therein, and is therefore a narrowing of the statutory requirement of "actual bodily residence," and to this extent unauthorized. (Opinion of Aug. 29, 1893.)

33. *Civil-service rules possessing the force of law.*—The civil-service law, January 16, 1883, chapter 27, provides substantially that the rules promulgated by the President for carrying it into effect shall have the force of law. (Opinion of Aug. 29, 1893.)

34. *Certain appointments of superintendents and clerks in the Baltimore post-office held to have been properly made, and the appointment of their successors to have been legal.*—Prior to November 1, 1894, the postmaster at Baltimore notified certain persons that he had appointed them respectively to the positions of superintendents of division and clerks to the post-office, and notified the incumbents of their removal. On November 2 the places were, by order of the President, made subject to competitive examination under the civil-service act. Up to November 2 the appointments and removals in question were regulated by section 419 of the Postal Laws and Regulations.

The postmaster was empowered to employ the clerks in question, and no formal appointment or approval was requisite. He was also empowered to make removals without restriction. The notice to new employees was sufficient, as was notice to incumbents of their removal, and the appointments and removals were effected before the order of the President operated upon their positions. The removal and appointment were therefore held to be legal. (Opinion of Mar. 18, 1895, Vol. XXI, p. 140.)

35. *Irregularity in certification cured by absolute appointment.*—An irregularity in the certification of the name of an eligible for appointment under the civil service is cured by the probational and absolute appointment of such a person. (Opinion of Jan. 9, 1896, p. 289, Vol. XXI.)

36. *Contributions for political purposes.*—An agent of the Government who receives money to pay secret agents is not guilty of either receiving or being concerned in receiving a contribution for a political purpose, within the meaning of the act of January 16, 1883, chapter 27, where he received and honored an order from one of said secret agents to pay money out of the next remittance he should receive to a person not in the Government service as a contribution in aid of a political campaign, it appearing that said agent had nothing whatever to do with soliciting, inducing, or causing said secret agent to give the order, and had no relation or connection with the person to whom he paid the money, and had no concern in or control over the money after it was so paid, although he knew for what purpose it was paid.

Said act does not forbid voluntary contributions for political purposes by persons in the employ of the Government, but protects such persons from solicitation or coercion with respect to such contributions. (Opinion of Jan. 25, 1896, p. 298, Vol. XXI.)

37. *Furlough of assistant microscopist in Department of Agriculture.*—It is not necessary for the Secretary of Agriculture to give a notice of furlough without pay to assistant microscopists over his official signature in each individual case when their services are not required. A general order, signed by him, directing inspectors in charge of assistant microscopists to furlough them without pay when their services are not required will be sufficient. (Opinion of Feb. 24, 1896, Vol. XXI, p. 319.)

38. *Effect of delivery of certification of eligibles.*—The certificate delivered to an appointing officer by a subordinate of the Civil Service Commission containing a list of eligibles is a complete authority to the officer and a complete protection to the appointee. (Opinion of May 1, 1896, Vol. XXI, p. 335.)

39. *Power of appointment and removal not to be delegated.*—Departmental clerks, messengers, and laborers are to be appointed and removed by the head of the Department, when not otherwise provided by statute. This power can not be delegated, but must be exercised by the Secretary or Acting Secretary. (Opinion of May 26, 1896, p. 355, Vol. XXI.)

40. *Method of appointment of chiefs of bureaus in the Department of State.*—The chief

clerk, chiefs of bureaus, and translators in the Department of State are clerks within the meaning of section 169 of the Revised Statutes; chiefs of bureaus in the State Department "receive the same compensation and exercise the functions of chiefs of divisions," and are not chiefs of bureaus within the meaning of section 178, Revised Statutes. These officials are to be appointed by the Secretary of State, and they come within the civil-service act and rules. (Opinion of June 4, 1896, Vol. XXI, p. 363.)

41. *Effect of civil-service act on paragraph 4415, Revised Statutes, concerning board of examiners for inspectors of steam vessels.*—Section 4415, Revised Statutes, so far as it prescribes the method by which vacancies on the board of inspectors of hulls of steam vessels shall be filled, was repealed by the civil-service act, and the board provided by said section can not act as a board of examiners under the civil-service act unless the members of such board are selected and appointed as such board of examiners under section 5, Rule IV. (Opinion of Aug. 10, 1896, Vol. XXI, p. 393.)

42. *Secret agents in Post-Office Department.*—The confidential agents formerly employed in the free-delivery division of the Post-Office Department, and designated secret agents, did not become classified employees of the departmental service within Rule III of the civil-service rules promulgated May 6, 1896.

This rule covers only those employees who are to be regarded as appointed for service in the departments at the seat of government (whether for the time being actually employed there or detailed for service elsewhere), as distinguished from those appointed for service in the States or Territories, or, as in the case of the Railway Mail Service, in the country at large. (Opinion of Sept. 10, 1896, p. 407, Vol. XXI.)

43. *Naval paymaster's clerk—transfer.*—The Civil Service Commission is not authorized to transfer a naval paymaster's clerk assigned to sea duty to a similar position in the Navy Department, as paymasters' clerks assigned to sea duty were not classified by the President's order of May 6, 1896, while such clerks performing similar services in offices on shore were classified by that order. (Opinion of Feb. 27, 1897, p. 503, Vol. XXI.)

44. *Office—when employment does not create one.*—An act of Congress authorizing the expenditure of money for the employment of a competent mathematician, to supervise the completion of certain tables of planets, providing no permanency to the term, no requirement that the person employed shall either take an official oath or receive a commission, and no formalities in the selection of such an employee, does not create an office. (Opinion of Mar. 23, 1897, p. 507, Vol. XXI.)

45. *Appointment prior to classification absolute when first made.*—A person appointed to a position not in the classified service at the time of his appointment, but which was subsequently classified by the Executive order of May 6, 1896, was retained in the service absolutely, and not subject to a probation of six months, and is entitled to all the rights and benefits of persons of the same class or grade under the civil-service act, and may be transferred. (Opinion of May 19, 1897, p. 534, Vol. XXI.)

46. *Volunteer pension branch of War Department not in classified service.*—The volunteer pension branch of the War Department was not within the classified service, and the fact that said branch was merged into the Record and Pension Division of that Department, which is now under the civil service, would not bring positions in it within the classified service. (Opinion of Dec. 20, 1897; 22 Op., 6.)

47. *Army officer detailed for duty in clerical position not member of classified service.*—An army officer detailed for duty in a clerical position can not be considered as a member of the "classified service," and after separation therefrom can not be reinstated therein under Rule IX, by reason of his service during the war. (Opinion of Dec. 20, 1897; 22 Op., 6.)

48. *District of Columbia civil service not affected by act of January 16, 1883.*—The officers and employees of the District of Columbia are not officers and employees of



the General Government of the United States, but of the municipal corporation known as the District of Columbia. Such officers and employees are as distinct from the civil service of the United States as would be the officers of any city government in one of the States of the Union from the civil service of the State itself. The civil-service act of January 16, 1883, can not lawfully be applied to the officers and employees of the District of Columbia. (Opinion of Apr. 28, 1898; 22 Op., 59.)

49. *Civil Service Commission not an executive department.*—The term "executive departments" in the Federal statutes refers only to those departments specified in section 158, Revised Statutes, to which has since been added the Department of Agriculture. No board, commission, bureau, or office which is not expressly or by implication under the control of the head of one of the Executive Departments can be considered as belonging properly to an executive department. The Civil Service Commission is not attached in anywise to any of the Executive Departments, nor is it subject in anywise to the control of any of the heads of such departments. (Opinion of May 4, 1898; 22 Op., 62.)

50. *Time of labor in Executive Departments and Civil Service Commission.*—Section 7 of the act of March 15, 1898, requires seven hours of labor each day from clerks and other employees in the several Executive Departments, and does not permit of the allowance of half an hour for luncheon within the seven hours. The Civil Service Commission not being an executive department, this section does not apply to it or to its employees. (Opinion of May 4, 1898; 22 Op., 62.)

51. *Leaves of absence.*—Sundays and days declared to be legal holidays by law or Executive order should be included in the annual leave to be granted under the terms of the act of March 15, 1898.

The per diem officers and employees of the customs service are upon the same footing, with reference to leaves of absence, as clerks in the Executive Departments at Washington.

A clerk or other employee of an executive department of the Government whose duties are performed at a place other than the seat of government is as much entitled to the benefits of the act of March 15, 1898, with reference to leaves of absence, as one whose duties are performed in the city of Washington.

The subordinate officers and employees of the customs service, wherever employed, are entitled to the privileges of the statute with reference to leaves of absence, whether they receive annual or per diem compensation.

Unless otherwise specially stated, the statutory provisions for notice, etc., of a given number of days are usually considered to include Sundays and holidays in the count.

(Opinion of May 11, 1898; 22 Op., 77.)

N. B.—In connection with the above opinion the following subsequent legislation must be considered:

" \* \* \* *Provided*, That the thirty days' annual leave of absence with pay in any one year to clerks and employees in the several Executive Departments authorized by existing law shall be exclusive of Sundays and legal holidays." (Legislative, executive, and judicial appropriation act approved Feb. 24, 1899, sec. 4.)

52. *Army officers—restrictions upon holding civil offices not applicable to volunteer officers.*—The provisions of section 1222, Revised Statutes, that no officer of the Army on the active list shall hold any civil office, etc., applies only to Regular Army officers. An army officer on the active list is one not only actively but permanently engaged in the military service of the Government. While an officer in the Volunteer Army may be said to be actively engaged in the military service, he is not permanently so engaged, and the Government does not need nor demand a complete and final severance of his relations with civil life. (Opinion of June 10, 1898; 22 Op., 88.)

53. *Departmental regulations, force of.*—The regulation of a department of the Government is not to control the construction of an act of Congress when its meaning

is plain, but when there has been a long acquiescence in a regulation, and by it rights of parties for many years have been determined and adjusted, it is not to be disregarded without the most cogent and persuasive reasons. (Opinion of Aug. 1, 1898; 22 Op., 163.)

Upon this general subject see also Opinions of Attorneys-General of Mar. 19, 1862 (10 Op., 469); of Oct. 8, 1864 (11 Op., 109); of May 15, 1876 (15 Op., 94), and of Nov. 17, 1898 (22 Op., 266).<sup>a</sup>

54. *Leaves of absence.*—Sixty days' leave of absence with pay may be granted employees in the Executive Departments, provided that as much as thirty days of it was made necessary by personal illness. The act of July 7, 1898, nullifies so much of the act of March 15, 1898, as provides that the thirty days' sick leave shall be granted with pay only in exceptionally meritorious cases, and reestablishes the law authorizing thirty days' annual leave with pay, without any cause being given, and thirty days' additional leave on account of sickness. (Opinion of Oct. 25, 1898; 22 Op., 255.)

55. *Temporary appointments.*—An appointment by the Secretary of State, without reference to or conformity with the regulations prescribed for appointments in the classified service, made pursuant to the act of July 1, 1898, authorizing the temporary employment of stenographers and typewriters in his Department, is lawful.<sup>b</sup>

The amendment of the civil-service rules of May 29, 1899, authorizing the permanent employment of persons serving under temporary appointments, was intended to apply only to such persons as were serving under temporary appointments pursuant to Rule VIII of the civil-service rules, and such amendment does not comprehend temporary appointments made under the act of July 1, 1898.

(Opinion of Aug. 10, 1899; 22 Op., 556.)

56. *Free-delivery post-offices, classification of.*—When free delivery is discontinued at a post-office, such office ceases to be under the civil-service rules. Free-delivery offices as a class, and not offices formerly free-delivery offices, were intended to be within Postal Rule I and the present Rule III. (Opinion of Oct. 23, 1899; 22 Op., 613.)<sup>c</sup>

57. *Free-delivery post-offices—reclassification as affecting right of reinstatement.*—In the exercise of his discretion, the Postmaster-General abolished the free-delivery service at Huron, S. Dak., on January 15, 1895, and in consequence certain carriers were separated from the service: *Held*, That on the reestablishment of free-delivery service at that place the former carriers could not be reinstated under Rule IX of the civil-service rules.<sup>a</sup> (Opinion of Dec. 9, 1899; 22 Op., 663.)

N. B.—Since the above opinion was rendered, and as a result thereof, Civil Service Rule IX has been amended (January 15, 1900) so as to authorize reinstatements of the kind here considered.

58. *Reinstatement*—"reduction of force specifically required by law."—To entitle a person to reinstatement in the civil service under Rule IX, by reason of the reduction of force, such reduction must be one required by law and not one caused by the exercise of a discretionary power vested in an executive officer. (Opinion of Dec. 9, 1899; 22 Op., 663.)

59. *Reinstatement.*—The words "specifically required by law," found in section 2, Rule IX, of the civil-service rules, which provides that "Any person who has been separated from the service by reason of a reduction of force specifically required by law may be reinstated, etc.," mean that the reduction of force must have been specifically required, not that the removal of the particular individual must have been specifically required by law. (Opinion of Apr. 20, 1900; 23 Op., 87.)

<sup>a</sup>The general subject of the legal force of regulations is treated at length in "Remarks on the Army Regulations and Executive Regulations in General," by G. Norman Lieber, Judge-Advocate-General, United States Army (1898).

<sup>b</sup>For particulars of the case here referred to, see Sixteenth Report, pp. 315-316.

<sup>c</sup>For particulars of the case leading to this decision, see pp. 301-303 of the Seventeenth Report.

60. *Citizenship.*—The attitude of the executive and legislative departments of the Government has been, and is, that the native inhabitants of Porto Rico and the Philippine Islands did not become citizens of the United States by virtue of the cession of the islands by Spain by means of the treaty of Paris.

The act for the temporary government of Porto Rico did not confer Federal citizenship upon the inhabitants of that island. (Opinion of Jan. 23, 1901; 23 Op., 370.)

61. *Citizenship.*—There is nothing in the recent decisions of the Supreme Court (in the insular cases) that would modify the view taken by the Attorney-General regarding the proposed amendment to the civil-service rules that every applicant for examination for appointment to the executive civil service of the United States in Porto Rico must be a citizen of the United States or a citizen of Porto Rico, and that every applicant for appointment to said service in the Philippine Islands must be a citizen of the United States or a native inhabitant of said islands. (Opinion of June 18, 1901; 23 Op., 458.)

62. *Reinstatement—Reduction of force.*—The third proviso of Rule IX of the civil-service rules, as amended May 29, 1899, which provides that any person who has been separated from the service by reason of a reduction of force specifically required by law may be reinstated without regard to the length of time he or she has been separated from the service, does not authorize the restoration thereto of a person who has been employed to do a particular service, to be paid out of a specific appropriation, after the work which the person has been employed to perform has been completed and the appropriation therefor exhausted.

The reinstatement permitted by that rule is a reinstatement in the same department or office and to the same branch of the service. (Opinion of July 17, 1901; 23 Op., 463.)

63. *Testimony in investigations by Civil Service Commission.*—It is within the power of the President so to modify the civil-service rules as to impose upon all officers and employees in the public service the duty of giving to the Civil Service Commission or its authorized representatives all proper and competent information in regard to all matters inquired of, and to subscribe to and make oath to such testimony before some officer authorized by law to administer oaths.

The imposition of such a duty upon every officer and employee in the public service is neither unreasonable nor unsuitable. It is clearly within the exercise of the Executive power, and its legality can not be doubted. (Opinion of Dec. 2, 1901, 23 Op., 595.)

64. *Government employees influencing legislation.*—The order of the President of January 31, 1902, forbidding all officers and employees of the United States to influence legislation by Congress in their own interest, prohibits "The Navy-Yard and Arsenal Employees' Protective Association," of Washington, from seeking to influence Congress or its committees to pass a pending bill granting an additional fifteen days' leave of absence to the employees who constitute that association. (Opinion of Feb. 21, 1902, 23 Op., 637.)

65. *Political assessments.*—Although rendered after the period covered by this report, the following opinion of the Attorney-General, which was published in an Executive order under date of October 18, 1902, is given below on account of its timely interest:

Your note of the 15th instant requests me to advise you relative to the subject of political contributions, as shown by the respective correspondence which you inclose between the Civil Service Commission and officers of the Republican State committees of Pennsylvania and Ohio.

In the Pennsylvania case it appears that recently a circular letter was issued by the Republican State committee signed "M. S. Quay, chairman," stating that financial assistance is needed in the coming Congressional and State election, and that the committee will be greatly obliged if the addressee will aid to the extent of his ability and inclination. This circular letter bore in its caption as well the name of Senator Quay as chairman and of W. R. Andrews (clerk to the Senate Committee on Immigration) as secretary, and was sent by mail to various Federal officers and employees

at their home addresses. Upon advice from the Commission, that because of their official relations neither Senator Quay nor Mr. Andrews could properly serve upon a committee concerned in soliciting and receiving political contributions from Federal officials, or permit their names to be held forth in letters making such solicitation, the circular letter, so far as addressed to Federal officials, was withdrawn. Immediately thereafter another circular letter was issued in identically the same form, except that it bore the signature of the treasurer of the committee, who is not a Federal officeholder. The Commission pointed out the illegality of this circular, because it carried on its heading the names of Senator Quay and Mr. Andrews, and directed its recall; and this ruling is now contested by Mr. Andrews.

In the Ohio case a circular was issued by the Republican State executive committee, bearing the names of Hon. Charles Dick (member of Congress) and of various Federal officials, and stating that any assistance which the addressee "can give as one of those directly interested in party success in Ohio will be gratefully acknowledged." It seems that this circular was sent to certain Federal officials, that the Commission demanded its withdrawal, and that the executive committee declines or neglects to accede to this demand.

The question presented is covered by section 11 of the civil-service act, which provides: "That no Senator or Representative or Territorial Delegate of the Congress, or Senator, Representative, or Delegate elect, or any officer or employee of either of said Houses, and no executive, judicial, military, or naval officer of the United States, and no clerk or employee of any department, branch, or bureau of the executive, judicial, or military or naval service of the United States, shall, directly or indirectly, solicit or receive, or be in any manner concerned in soliciting or receiving, any assessment, subscription, or contribution for any political purpose whatever, from any officer, clerk, or employee of the United States, or any department, branch, or bureau thereof, or from any person receiving any salary or compensation from moneys derived from the Treasury of the United States."

Whatever the particular form of words adopted in such circulars in order to show a request rather than a demand and to give to responses a quasi-voluntary character, the explicit and comprehensive words of the statute forbidding those barred by their public relations to solicit from Federal officials, directly or indirectly, or to "be in any manner concerned in soliciting or receiving any assessment, subscription, or contribution for any political purpose whatever," unquestionably condemn all such circulars. They should not be sent to Federal officials, or else they should not bear the names of the public officers and employees designated in the act. In 21 Op., 300, Attorney-General Harmon said:

"All who are in the Government service are thus protected against the possibility of actual coercion and from that of the coercion implied in the relation of the person soliciting or receiving to the Government or implied in solicitation or receipt in a public office; but Congress did not attempt to prohibit solicitation by or payment to persons not in the Government service otherwise than in Government offices."

It is also pertinent to notice section 14 of the act, viz:

"That no officer, clerk, or other person in the service of the United States shall, directly or indirectly, give or hand over to any other officer, clerk, or person in the service of the United States, or to any Senator or Member of the House of Representatives, or Territorial Delegate, any money or other valuable thing on account of or to be applied to the promotion of any political object whatever."

Your power to direct, by appropriate order, under the mandates of these sections, all persons in the executive service of the United States, is clear.

## POLITICAL ACTIVITY OF OFFICEHOLDERS.

Under date of June 5, 1902, the Commission addressed a letter to the President, in which it called attention to the omission in the new postal regulations, issued April 1, 1902, of former section 435, providing that—

Officeholders should not offend by obtrusive partisanship, nor assume the active conduct of political campaigns. \* \* \* This is in consonance with the order of President Cleveland of July 14, 1886.

This omitted order had been made in pursuance of the executive instructions of President Cleveland of July 14, 1886, as follows:

The influence of Federal officeholders should not be felt in the manipulation of

political primary meetings and nominating conventions. The use by these officials of their positions to compass their selection as delegates to political conventions is indecent and unfair; and proper regard for the proprieties and requirements of official place will also prevent their assuming the active conduct of political campaigns.

The Commission also called the President's attention to the following statement in its Eleventh Report:

The Commission feels strongly that whatever rule is adopted should apply equally to adherents of all parties, and that it would be safe to adopt as such a rule the requirement that the adherents of the party in power shall never do what would cause friction in the office and subvert discipline if done by the opponents of the party in power. A man in the classified service has an entire right to vote as he pleases and to express privately his opinions on all political subjects, but he should not take any active part in political management or in political campaigns, for precisely the same reasons that a judge, an army officer, a regular soldier, or a policeman is debarred from taking such active part. It is no hardship to a man to require this. It leaves him free to vote, think, and speak privately as he chooses, but it prevents him, while in the service of the whole public, from turning his official position to the benefit of one of the parties into which that whole public is divided; and in no other way can this be prevented.

The Commission recommended either that a general Executive order upon the subject be issued by the President, or that recommendation be made to the heads of Departments for the establishment of regulations similar to the post-office regulation which had been omitted.

The following reply was received under date of June 13, 1902:

GENTLEMEN: As the greater includes the less, and as the Executive order of President Cleveland of July 14, 1886, is still in force, I hardly think it will be necessary again to change the postal regulations.

The trouble, of course, comes in the interpretation of this Executive order of President Cleveland. After sixteen years' experience it has been found impossible to formulate in precise language any general construction which shall not work either absurdity or injustice. Each case must be decided on its merits. For instance, it is obviously unwise to apply the same rule to the head of a big city Federal office, who may by his actions coerce hundreds of employees, as to a fourth-class postmaster in a small village who has no employees to coerce, and who simply wishes to continue to act with reference to his neighbors as he always has acted.

As Civil Service Commissioner under Presidents Harrison and Cleveland I found it so impossible satisfactorily to formulate and decide upon questions involved in these matters of so-called pernicious activity by officeholders in politics that in the Eleventh Report of the Commission I personally drew up the paragraph which you quote. This paragraph was drawn with a view of making a sharp line between the activity allowed to public servants within the classified service and those without the classified service. The latter under our system are as a rule chosen largely with reference to political considerations, and as a rule are and expect to be changed with the change of parties. In the classified service, however, the choice is made without reference to political considerations and the tenure of office is unaffected by the change of parties. Under these circumstances it is obvious that different standpoints of conduct apply to the two cases. In consideration of fixity of tenure and of appointment in no way due to political considerations, the man in the classified service, while retaining his right to vote as he pleases and to express privately his opinions on all political subjects, "should not take any active part in political management or in political campaigns, for precisely the same reasons that a judge, an army officer, a regular soldier, or a policeman is debarred from taking such active part." This of course applies even more strongly to any conduct on the part of such employee so prejudicial to good discipline as is implied in a public attack on his or her superior officers or other conduct liable to cause scandal.

It seemed to me at the time, and I still think, that the line thus drawn was wise and proper. After my experience under two Presidents—one of my own political faith and one not—I had become convinced that it was undesirable and impossible to lay down a rule for public officers not in the classified service which should limit their political activity as strictly as we could rightly and properly limit the activity of those in whose choice and retention the element of political considerations did not enter; and afterward I became convinced that in its actual construction, if there was any pretense of applying it impartially, it inevitably worked unevenly, and, as a matter of fact, inevitably produced an impression of hypocrisy in those who asserted

that it worked evenly. Officeholders must not *use their offices to control political movements*, must not neglect their public duties, must not cause public scandal by their activity; but out side of the classified service the effort to go further than this had failed so signally at the time when the Eleventh Report, which you have quoted, was written, and its unwisdom had been so thoroughly demonstrated, that I felt it necessary to try to draw the distinction therein indicated.

Sincerely yours,

THEODORE ROOSEVELT.

UNITED STATES CIVIL SERVICE COMMISSION,  
Washington, D. C.

Copies of the President's letter, above quoted, have been furnished to the heads of the several departments and independent offices for their information and guidance.

## INVESTIGATIONS.

During the period covered by this report, the Commission has made, personally and by correspondence, numerous investigations of alleged violations of the civil-service law or rules, political assessments, illegal appointments, frauds in examinations, etc.

Below are presented brief statements of the charges, the facts as developed in the investigation, the action of the Commission, and the results secured in each case. Minor investigations have been omitted as of no permanent importance or interest, and in a few other cases, where action by the departments or prosecution in the courts is still pending, the details have not been given as fully as they might be in a closed case.

These statements are arranged under two general heads, "Political Assessments and Political Coercion" and "Frauds or Irregularities in Connection with Examinations, Appointments, etc." Under these heads they are arranged alphabetically, according to the name of the place where the investigation was made.

### POLITICAL ASSESSMENTS AND POLITICAL COERCION.

#### **Boise, Idaho. Surveyor-General's Office.**

In the Commission's Fourteenth and Fifteenth Reports (pp. 365 and 416, respectively) is presented an account of the suspension from duty, in violation of the civil-service rules, of five employees in the office of the surveyor-general for Idaho, Joseph Perrault, and the efforts of the Commission to have them reinstated.

In a letter dated January 21, 1902, Robert H. McCracken, who had been a clerk in the office, charged Surveyor-General Perrault, Chief Clerk Robb, and Chief Draftsman Forshay with violation of the provisions of the civil-service act concerning the collection of political assessments and contributions. In this letter he stated:

Mr. B. A. Robb, chief clerk, called each one of the clerks into his room, which I described in my letter of January 1, and asked us outright for a donation for campaign funds, saying that, while it was not a pleasant duty, yet "General Perrault has asked me to do so, as they are short of funds at Republican headquarters." \* \* \* Early in the morning of that same day Elmer E. Forshay, chief draftsman, came into the room occupied by the clerks and asked us if we were not going to contribute something for the campaign fund, but we said that we felt that we had done enough already, or words to that effect. He said no more to us, but went back to the drafting room and there he solicited four draftsmen for \$15 each, viz, Axel Nixon, Oren G. Elder, Henry Nieberding, and Ernest Hesse. Both Messrs. Nieberding and Nixon told me that they had been solicited for the amount I have named.

After Forshay had collected the money he went to the surveyor-general's room, and I saw him put the money into the General's hands with these words: "I have collected quite a little wad, General."

In view of these charges, etc., the Commission determined upon an investigation of the office of the surveyor-general, under section 2 of the civil-service act. The appropriation which the Commission can devote to investigations was, however, altogether inadequate, so that it was compelled to postpone the investigation until it could be made in conjunction with one of its regular examination tours. In the meantime the Commission laid the information in its possession before the President and the Secretary of the Interior. The information was laid before the President for the reason that the term of office of the surveyor-general had recently expired, and as he was an applicant for reappointment it was deemed proper that the President should know of the charges made against him and the intention of the Commission to conduct an investigation. The Department of the Interior also conducted an investigation through one of its inspectors. The surveyor-general refused to testify on the investigation made by the Commission because a public hearing was not given. The letter containing his refusal to testify being brought to the notice of the President, Mr. Perrault was not reappointed. The evidence taken on both investigations showed that Robb and Forshay had been concerned in the solicitation and collection of political assessments. Robb resigned and Forshay was removed.

**Denver, Colo., Post-Office. File 5178.**

In April, 1902, charges of having used their official positions in coercion of the political action of their subordinates in the Denver post-office and of having used their official authority for the purpose of influencing or controlling an election were made against Post-Office Inspector in Charge W. T. Sullivan and Post-Office Inspector Charles T. Doran. The matter was investigated by the Commission, and the following developed:

About two weeks before the election in 1900, Substitute Carrier Logan, of the Denver post-office, was requested by Inspector Doran to submit to him a list of the carriers of that office showing the political affiliations of each. This Mr. Logan did, with the assistance of others whose names do not appear. This list was obtained with the knowledge of Inspector in Charge Sullivan, and upon its completion it was given to him by Inspector Doran, and he turned it over to a United States Senator, then a candidate for reelection, for whose use it had been procured.

Early in February charges were brought against Logan in the local carriers' association for having revealed the political affiliations of members of the association contrary to its constitution, and it appears that upon learning this fact Inspector in Charge Sullivan, on February 7, 1901, addressed letters to various members of the letter carriers' association, in which he charged them with being members "of a conspiracy organized against the interests of the postal service." \* \* \* "One of the functions and purposes of such organization being the punishment of any letter carrier, or substitute letter carrier, who shall impart any information to a post-office inspector when called upon for the same." In certain of the letters the addressee was charged with having been present at a meeting of the association on February 2, 1901, and "with consenting, aiding, and abetting, and lending his influence" to the end that a substitute letter carrier be punished for giving information to a post-office inspector. These letters further directed that a written statement be made showing cause why the person addressed should not be disciplined or recommended for removal from the service. In others of the letters the addressee was merely charged with having been present at the meeting and with having opposed the punishment referred to above. In these cases an explanation only was requested.

In a letter to the Postmaster-General, on May 28, 1902, the Commission said:

It appears that William T. Sullivan, inspector in charge, and Charles L. Doran, inspector, at Denver, Colo., have been guilty of most reprehensible conduct and a violation of the civil-service laws and rules in procuring one Frank P. Logan, a substitute letter carrier at the Denver post-office, to prepare \* \* \* a list of the carriers and other employees of the Denver post-office, with the political affiliations of

each, for the purpose of influencing or controlling the result of an election in violation of Civil Service Rule II. And the said inspector in charge, Sullivan, is further guilty of an attempt to coerce the political action of carriers belonging to the letter carriers' association \* \* \* by letters, threatening them with discipline for preferring charges against Logan, for furnishing such information, and for retaining fellowship in an organization which preferred such charges against him; all of which is contrary to section 2, clause 2, subdivision 6, of the civil-service act. \* \* \*

In conclusion the Commission said:

"It is needless to speak of the injury that may be done to carriers by means of political lists where individuals are designated as 'Anarchists,' 'Socialists,' 'Pop.,' etc., as Sullivan says was done in the list furnished to him, especially at the hands of political superiors and such political inspectors as Sullivan and Doran have shown themselves to be. It seems evident to the Commission that they have violated the civil-service law and rules, and are not fit persons to be retained in the service.

Immediately upon receipt of the Commission's communication the inspectors referred to were suspended and ordered to report at Washington to make answer. The Department investigated the charges, and in a letter to the Commission, on June 26, the Postmaster-General said that report had been made to him that Inspector Charles L. Doran did furnish to a United States Senator from Colorado a list of the carriers employed in the Denver post-office, showing to a certain extent their political affiliations. The letter then continued as follows:

In explanation Mr. Doran asserts that he had not realized that the complying with this request would be in violation of any law, and it is evident that he did not feel at liberty to decline the request made by the Senator.

As to the charges made against Inspector in Charge William T. Sullivan, the case is somewhat more complicated and confusing, by reason of circumstances and events which had transpired and were transpiring at this time in connection with the postal service at Denver. The Department had had a great deal of trouble and annoyance in endeavoring to furnish a proper carrier service to the people at Denver, arising from what appeared to be a conspiracy on the part of the letter carriers to force a modification of the rules and the law governing the hours of employment of letter carriers. The whole subject was referred to Inspector Sullivan for investigation, report, and recommendation. It appears from the report of Mr. Machen, superintendent of the free-delivery service, that by reason of the attitude of the carriers there was more embarrassment and difficulty in the offices of the Department obtaining correct information and facts. \* \* \* This embarrassment was due almost entirely to the attitude of the letter carriers. \* \* \* It was incident to this investigation and the discipline administered by the Department that caused Inspector Sullivan to write the letters to the carriers' association to which reference is made in our letter under reply.

Viewed from this standpoint, I believe it would be very unjust to Inspector Sullivan to remove him, and so to do would be very subversive of the discipline necessary for the proper administration of the postal business in the city of Denver. It would seem that Inspector Sullivan's connection with the list of carriers furnished \* \* \* was perfunctory and consisted merely in transmitting it \* \* \* when received from Inspector Doran. Regarding Mr. Doran, I think, considering the circumstances, that dismissal from the service would be altogether too severe a punishment. \* \* \*

A full statement was made by Inspector Sullivan, from which it appeared that on February 7, 1901, Letter Carrier Logan made complaint that the letter carriers, at a meeting held on February 2, had preferred charges against him for giving information to a post-office inspector; that Sullivan asked Logan what was the nature of the charges preferred, and that Logan said he was not present at the meeting and did not know, but was told it was for giving information to a post-office inspector; that Sullivan asked who was the author of the charges, and Logan told him that Cokayne, a discharged letter carrier, had preferred the charges and that several officers of the branch and ex-letter carriers, whom he named, were pushing the charges. Sullivan requested Logan to bring a copy of the charges when received. He further states that he did not then know that Logan had assisted in preparing a political list of the carriers or had anything to do with that list, and that his own connection with the list was so casual and limited that it had passed from his memory, and Logan's complaint did not recall it. Mr. Sullivan states that he was impressed from Logan's statement, and his reference to discharged letter carriers,



that they were accusing Logan of giving information against them in the investigation which he was then conducting, and that a combination or conspiracy was being formed to discipline Logan for giving such information; that it was some days afterwards before he knew the exact nature of the charges.

Mr. Sullivan's statement as to an existing conspiracy among the letter carriers is corroborated by other testimony.

As Mr. Sullivan had had a long and honorable service as inspector, had justly earned his promotion, and bore an unblemished reputation for truthfulness, it was believed by the Post-Office Department that his statement should be accepted and that no further action should be taken in the premises. The attention of both the inspectors was called to the impropriety of furnishing the political lists in question, and it is believed that similar action on their part will not occur hereafter.

**Eagle Pass, Tex., Custom-House. File 6027.**

In July, 1901, a statement was filed with the Commission alleging irregularities in the civil-service examinations for the customs service at Eagle Pass, Tex., and charging the collector of that port, C. C. Drake, with having levied political assessments and with having discharged employees for political reasons.

An investigation showed that the charge of irregularities in examinations was groundless, and it was therefore dismissed.

With regard to the second charge, however, it was conclusively shown that Collector Drake and Cashier R. A. Harvin had solicited and received assessments from the employees of the custom-house for use in Drake's Congressional campaign, in violation of the civil-service law. Drake's case was accordingly brought to the attention of the President, under date of December 27, 1901. On January 15, 1902, he was removed from office. The Treasury Department was informed on the same date as to the evidence against Harvin. He was removed on March 20.

The prosecution of both Drake and Harvin for violation of the civil-service law was barred by the statute of limitations, the offenses having been committed in 1898.

**Guthrie, Okla.**

POLITICAL ASSESSMENTS IN OKLAHOMA.

On December 30, 1901, the Commission received a letter, signed by one J. H. Holmes, dated at Guthrie, Okla., December 28, inclosing typewritten copies of two circulars, as follows:

REPUBLICAN TERRITORIAL CENTRAL COMMITTEE,  
*Guthrie, Okla., September 1, 1900.*

Hon. ———

DEAR SIR: The finance committee appointed by the Territorial Republican Central Committee have carefully prepared a list of prominent Republicans who are zealous for the success of Republican principles, including those who are now and have been beneficiaries of Republican success.

In order that we may carry on a successful campaign and pay the legitimate expenses connected therewith we will ask you to contribute, as your equitable proportion, the sum of \$——. We only expect a remittance of \$—— at this time, and will solicit no further payments unless absolutely necessary.

Please remit to Mr. J. W. McNeal, at Guthrie, who is the duly elected treasurer of said committee.

Thanking the Republicans of the Territory for the hearty cooperation always received, and assuring you that the present campaign will receive our very best endeavors, we are,

Respectfully and confidentially,

T. B. FERGUSON, *Chairman.*  
J. P. RENSRAW, *Secretary.*

REPUBLICAN TERRITORIAL COMMITTEE, FINANCE DIVISION,  
*Guthrie, Okla., October 16, 1900.*

Mr. ———

DEAR SIR: On September 1 the committee sent you an invitation to contribute as you have been prospered to the Republican campaign fund for the present election. The letter may have been miscarried or been mislaid. In any event we have not

heard from you. The calls on the committee have all been met up to this date. The outlook is very bright for our Territory to remain in line with the nation for the next four years.

We will need all our resources and energy so that nothing may be left undone.

The amount of your subscription yet unpaid is \$—— dollars, and we hope you will send it to Mr. J. W. McNeal, treasurer, at Guthrie, at once, as the committee have contracted certain obligations which must be paid.

Thanking you in advance, we are, yours for success,

THE REPUBLICAN FINANCE COMMITTEE.

Holmes alleged that at the time these circulars were sent out Ferguson was postmaster at Watonga, Okla., and Renshaw was clerk of the United States district court of Oklahoma, and asked whether, in view of these facts, the circulars did not indicate a violation of the civil-service law.

On January 4, 1902, the Commission wrote to Holmes, asking for further information and evidence upon which to determine whether there had been a violation of the law, but this letter was returned unclaimed.

One of the Commission's examiners, while on the regular spring tour of examinations, was instructed to visit Guthrie and make further investigation of the matter. He was unable to find any such person as J. H. Holmes in Guthrie, but on inquiry he found that the circulars had been actually sent out substantially as alleged by Holmes.

J. M. McNeal, who was treasurer of the "finance committee," stated that he and another member of that committee had prepared the circulars in question on their own responsibility as members of the committee and without the knowledge of either Renshaw or Ferguson. He stated further that very soon after these circulars had been sent out Ferguson and Renshaw came to him and required that all the circulars that remained upon which their names appeared should be destroyed, as being in violation of the civil-service law; and that for this reason the names of Renshaw and Ferguson were omitted from the second circular, which was signed by the "finance committee." He stated that Ferguson was chairman and Renshaw secretary of the Republican Territorial Committee, but that they had had no connection with the solicitation of funds by the "finance committee."

Mr. McNeal, treasurer of the finance committee, is president of a bank in Guthrie and is not in the Federal service.

Mr. Ferguson (now governor of Oklahoma) afterwards confirmed the above statements, and said that his action in regard to the destruction of the circulars was taken as soon as he learned of their existence. He further stated that he had made no personal solicitation for campaign funds, and that in one case where a contribution was tendered him by another official he returned the money and called attention to the prohibitions of the civil-service act in that connection.

Several others were interviewed by the examiner, but no testimony was obtained which was inconsistent with the truth of the above statements. It appeared, therefore, that the evidence obtained did not make a prima facie case of intent on the part of either Mr. Ferguson or Mr. Renshaw to solicit or receive political contributions from other Federal officials, and the matter was accordingly dropped without further action.

#### **Louisville, Ky., Internal-Revenue District. File 6335.**

In 1899 the Commission investigated the matter of the alleged collection of political assessments and coercion of political action of employees on the part of officials in the fifth internal-revenue district of Kentucky. It appearing to the Commission as the result of this investigation that the collector, Charles E. Sapp, was guilty of violating the provisions of the civil-service act and rules in regard to the solicitation and collection of political contributions and the coercion of the political action of subordinates, recommendation was made to the Treasury Department and to the President for his removal, and subsequently the whole case was referred to the Department of Justice for the institution of the proper prosecutions under the law. The matter

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was then submitted to the grand jury in November, 1900, but that body failed to find any indictments.

The details of the case above stated in outline are given in the Commission's Seventeenth Report, at pages 243-256.

In the early part of October, 1901, there appeared in the public press in Louisville statements indicating that the conditions which had been revealed by the Commission's investigation in 1899 still existed in that district. The Commission, by one of its examiners, made a further investigation in the latter part of October, 1901, and in transmitting to the President on November 7, 1901, the report of the examiner, said:

It was clearly proved that the collector of internal revenue, Charles E. Sapp, has been violating, and continues to violate, section 11 of the civil-service act, in that he has practically supported and indorsed the action of one Joseph Potoning in soliciting and receiving political contributions from the revenue employees of his district, while by the section referred to he is prohibited from being "in any manner concerned in" such a soliciting or receiving.

Joseph Potoning is authorized by the Jefferson County Republican campaign committee to solicit and receive contributions to its campaign funds. These contributions are assessed regularly at the rate of 5 per cent of the salary of each man in the Internal-Revenue Service in that district, payable monthly; but these monthly assessments are supplemented by calls made from time to time for contributions ranging from \$50 to \$100 from each man for some special occasion, such as the campaign just ended. Potoning demands these funds from the employees of the Internal-Revenue Service both by personal interviews with them in their regular places of official employment and by communications sent through the mail and addressed to them at such places. He represents to them that he is authorized by the proper powers to solicit and receive such contributions, and to any recalcitrant urges that it is true economy to pay up because "it is better to give \$5 than to lose \$100." The force of this argument of course depends upon the recognition by the person solicited that an understanding exists between Potoning and Sapp; but if such an understanding or working plan is known to exist, then the argument will be most effective with the very men who could least afford to contribute and who would therefore be least likely to contribute voluntarily, for it is in the power of the collector not only (as by change of assignment) to reduce a man's pay very greatly and at the same time separate him from his family, but also (by "laying him off") to deprive him of compensation entirely, while at the same time he is prevented by the statute from accepting any other employment without forfeiting his right to any future assignment to duty in the Internal-Revenue Service.

That such a practical understanding does exist between Joseph Potoning and Internal-Revenue Collector Charles E. Sapp has been frequently more or less directly indicated by testimony given the Commission in this and in former investigations. One witness, T. S. Givan, on November 1, 1901, testified directly and unequivocally to Examiner Kemp that Collector Sapp had himself, in substance, told said Givan that such an understanding did in fact exist, to-wit, that Sapp had said to him that Potoning was all right, that he (Sapp) was going to give his money to Potoning, and that Givan could tell the boys that they had better do likewise.

On November 11, 1901, Collector Sapp resigned.

Under date of November 12, 1901, the Commission wrote to the Secretary of the Treasury inclosing a brief of evidence obtained in its investigation, showing that Leonard Parsons, deputy collector of internal revenue, acting as assignment clerk in the office of the collector, had violated the provisions of sections 11, 12, and 13 of the civil-service act, and recommending his removal from the service.

On January 31, 1902, Mr. Parsons resigned.

Under date of November 15, 1901, the Commission again referred the whole matter as brought out in its investigations to the Attorney-General, and it was again presented to the grand jury at the spring term of 1902. Potoning was indicted singly, under section 12, and Sapp and Parsons were indicted jointly, under section 11 of the civil-service act. Sapp, Parsons, and Potoning were indicted, under section 5440 of the Revised Statutes, for conspiracy.

*The cases are set for trial at the fall term of court, 1902.*

**Nashville, Tenn., Post-Office. File 5432.**

On December 31, 1901, William C. Baird, of Nashville, Tenn., who was formerly a post-office inspector, charged that Postmaster A. W. Wills, of Nashville, Tenn., and his private stenographer, Miss Addie Vester, had been guilty of levying political assessments, and upon an investigation by the Commission the following facts appeared:

In the campaign of 1900 Postmaster Wills secured the consent of Mr. Lee Brock, the then assistant United States district attorney at Nashville, to run for Congress in the Sixth Tennessee district. Mr. Brock, it seems, consented with the understanding that the money necessary to defray campaign expenses must be furnished by others, that he "did not have a dollar." Mr. Wills agreed to furnish the money and sent to Mr. Brock his personal checks to the amount of \$150. Shortly after this five of the postmaster's subordinates proposed to contribute toward repaying him the amount he had given. Mr. Wills then drew up in his own handwriting a statement apportioning to each the sum he should pay, the amounts ranging from \$5 to \$15.

The postmaster's stenographer, Miss Vester, without his knowledge or consent, showed this statement to the parties concerned. They paid their respective shares to her and she in turn paid the money to the treasurer of the campaign committee, who was not an officeholder. The treasurer subsequently returned to Mr. Wills \$100 out of the \$150 contributed, part of the money so returned having been collected from persons not in the service.

No actual coercion on the part of the postmaster was shown. On the contrary, all the persons contributing stated in their affidavits that their contributions were entirely unsolicited. The fact that but five of the forty employees of the office were expected to participate in this contribution is further evidence that there was no actual coercion.

In its report to the President January 27, 1902, the Commission said:

"There would appear therefore to be at least two technical violations of the law on the part of Postmaster Wills:

"First. He gave \$150 to another official to be used for political purposes.

"Second. He caused to be collected from his own subordinates the above-named sums to reimburse himself. This was not done directly, but through Miss Vester, also a Government employee, and through the agency of the treasurer of the campaign committee.

"\* \* \* We told him there was undoubtedly a technical violation. The absence of anything like coercion would indicate, however, that this is not one of the cases against which the law was really aimed."

Mr. Wills was subsequently reappointed postmaster at Nashville.

**Richmond, Va., Post-Office.**

POLITICAL ASSESSMENTS IN VIRGINIA.

An investigation made by the Commission in October, 1901 (see file 5559), developed the fact that a considerable number of the employees of the Richmond, Va., post-office had received through the mails and addressed to them at the post-office the following circular:

BOYDTON, VA., *September 5, 1901.*

DEAR SIR: The pending campaign is of unusual importance to the Republican party of Virginia, and strenuous efforts are being made to elect our candidates.

The legitimate and necessary expenses of the contest will be very large, and it is hoped and believed that every member of our party who is in condition to do so would cheerfully embrace the opportunity of making a contribution to it.

We believe that those persons especially who are receiving emoluments from party appointments should contribute at least 5 per centum of their salaries to be used for the purpose indicated above, and I have been commissioned by the proper party

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authorities to communicate with you on this important subject. In order that we may be in position to prosecute the campaign vigorously a prompt remittance is expected, which may be made by bank check, registered letter, or post-office money order to

W. A. JAMIESON,  
*Treasurer Campaign Committee, Boydton, Va.*  
(Mecklenburg County).

It appeared that this circular was received only by the Republican employees of the office. Many who received it stated that they had made no contributions in response to it, and those who admitted having contributed stated that they had done so voluntarily. No evidence was obtained showing any coercion on the part of the post-office officials in connection with this attempt to collect political funds.

W. A. Jamieson, whose name appears as the author of this circular, was a member of the Virginia Republican State executive committee, but he was not an employee of the Federal Government. All but one of the other members of the executive committee were in the Federal service; however, and it was alleged that Mr. Jamieson was designated by the committee to issue this circular and receive the contributions resulting therefrom, because he was not in the service and hence, it was thought, would not be subject to the prohibitions of section 11 of the civil-service act, which would evidently apply to any circular issued officially by the executive committee or by any member who was in the Federal service.

It was further alleged that Mr. Jamieson had turned over to Park Agnew (collector of internal revenue, Alexandria, Va.), chairman of the committee, the funds collected by him, and that Mr. Agnew had in turn distributed such funds to the various members of the committee throughout the State. In support of this charge a letter was produced from Mr. Jamieson stating that "all funds were distributed by Colonel Agnew."

It was also alleged that Morgan Treat (United States marshal for the eastern district of Virginia), a member of the executive committee, had furnished Mr. Jamieson with a list of postmasters in Virginia who received compensation of more than \$100 a year for use by him in sending out his soliciting circulars.

Mr. Agnew admitted having forwarded funds to Mr. Treat for use in the campaign, but he denied that such funds had been received from Mr. Jamieson or that he had received any funds from Mr. Jamieson. Mr. Treat also admitted having furnished Mr. Jamieson with the list of postmasters, but stated that he had no knowledge of the purpose for which it was intended. Both Agnew and Treat denied that they personally or that the committee had any prior knowledge of or in any manner authorized the circular issued by Jamieson. The Commission, however, considered the evidence obtained as sufficient to warrant the removal of Messrs. Agnew and Treat, which it accordingly recommended in a letter to the President under date of November 25, 1901.

This letter was referred by the President to the Attorney-General for investigation. A hearing of the parties accused was accordingly had, by appointment, on February 6, 1902. Messrs. Treat and Agnew were also represented by counsel, through whom they presented their own affidavits and affidavits of Mr. Jamieson, in answer to the charges.

Mr. Agnew in his affidavit stated that he had had no connection with the instigation or circulation of the circular letter by W. A. Jamieson; that he had not solicited or received funds for political purposes from other officers or employees of the United States; that the funds transmitted by him to Mr. Treat were so transmitted at the request of Hon. J. Hampton Hoge, Republican candidate for governor; and that he had strenuously endeavored to avoid anything like offensive partisanship.

Mr. Treat in his affidavit stated that he had not been connected with or interested in the printing or sending out of the circular letter by Jamieson; that he did not, directly or indirectly, knowingly participate in the receipt of the contributions so solicited;

that he inclosed to Jamieson a list containing the names of postmasters in the State of Virginia, in response to Jamieson's request therefor, dated September 17, 1901, but that this information was not in his possession officially; that Jamieson might have gotten the same information as well from the "Blue Book," and that he would have furnished it to any reputable citizen upon request; that he had not in any manner solicited or received political contributions from other officers or employees of the United States; that he did receive a small amount of campaign funds, but that so far as he knew, no part was contributed by any officer or employee of the United States; that at the request of Hon. J. Hampton Hoge, Republican candidate for governor, he distributed to the city and county chairmen in his district a certain fund for campaign purposes, but that this was done by him as a member of the executive committee and not in his official capacity, and that his political actions were not of an offensive nature and did not conflict with his official duties as United States marshal.

Mr. Jamieson in his two affidavits stated: (1) That Mr. Agnew was not responsible for the circular letter issued by Jamieson; that none of the funds were remitted to Agnew; that the "Republican Campaign Committee" of Virginia was separate and distinct from the "State Executive Committee;" and that the circular letter was a conception of his own, carried into effect after consulting with the candidates and other party friends; and (2) that Mr. Treat was not a member of the "Republican Campaign Committee" nor associated directly or indirectly with it, and that he did not suggest or aid in the circulation of the circular letter issued by Jamieson.

With these affidavits was also submitted the following letter from Jamieson to Treat in response to which the list of postmasters had been furnished:

[Office of W. A. Jamieson, clerk county court of Mecklenburg County.]

BOYDTON, VA., *September 17, 1901.*

DEAR TREAT: As soon as possible send me list of postmasters.\* If you can send list of first, second, and third now, later would do for the list of fourth postmasters, but would like to have that as soon as convenient.

Yours, truly,

W. A. JAMIESON.

HON. MORGAN TREAT.

Messrs. Treat and Agnew also testified orally in reponse to questions asked by Commissioner Foulke and Assistant Attorney-General Hoyt, and arguments were made by their counsel. The following brief was submitted by the Commission to the Attorney-General upon receipt of the transcript of the testimony taken at the hearing:

#### BRIEF.

It is shown by the evidence and admitted by the parties that Mr. Jamieson was engaged in a systematic attempt to collect from Federal officials funds for political purposes. He solicited such contributions by means of a printed circular letter, dated September 5, 1901 (set out in the papers in this case), in which he requested from each recipient thereof a contribution of 5 per cent of his annual salary, representing that he (Jamieson) had been commissioned by the proper party authorities to make such request. This circular was sent by Mr. Jamieson to sundry Federal officeholders, postmasters, and others throughout the State of Virginia.

If, now, Mr. Jamieson was in any manner aided or abetted in this solicitation by any Federal official, then such Federal official is guilty of a violation of section 11 of the civil-service act, which provides that no Federal official "shall, directly or indirectly, solicit or receive, or be in any manner concerned in soliciting or receiving, any assessment, subscription, or contribution for any political purpose whatever" from any other Federal official or employee.

Did Mr. Treat in any manner aid or abet Mr. Jamieson in this solicitation?

Mr. Treat states in his affidavit:

"That affiant did inclose a list containing the names of postmasters in the State of Virginia to one W. A. Jamieson, in response to a request in writing from W. A. Jamieson, bearing date September 17, 1901, and herewith filed."

Mr. Treat also testifies as follows:

Q. (By Mr. FOULKE.) In regard to this list of postmasters. Do you remember whether there was any difference made in the list of postmasters among those who received over a certain salary and those who received under a certain salary?—A. The list showed the amount of their compensation.

Q. Did you furnish any names of those who got salaries under \$100?—A. I think not.

Q. Do you know the reason of that line being drawn at \$100?—A. I had heard something about it—not from Mr. Jamieson, but talking with Mr. Hoge the next day—that possibly Mr. Jamieson was going to try to raise some funds, and without knowing it—and Mr. Jamieson sent me this request, and I sent him a list of the postmasters.

Q. When was that conversation with Mr. Hoge with reference to your sending the list?—A. The conversation with Mr. Hoge was the following day.

Q. Was it the day before you sent the list or the day after?—A. Quite a number of days before I sent the list.

Q. In that conversation you say that Mr. Hoge said that possibly they wanted to raise some money?—A. I think possibly in the conversation it was stated to me that he was going to try to raise some money.

Q. And why were those postmasters of less than \$100 omitted?—A. Well, sir, I do not know; *I can not answer that question*; for no special reason.

Q. Was it not because their compensation was too small to justify their contributing?—A. There was nothing asked for in that list by Mr. Jamieson, and, as I say, I *might have inferred that fact*, but did not know, and I sent him a list without knowledge of what he desired as to those amounts—not thinking what he wanted it for.

\* \* \* \* \*

Mr. TREAT. It must have been the last day of October before I sent that list; it took me ten days or two weeks to get it up.

Mr. FOULKE. You think that the list was not sent until after you got Jamieson's circular letter?

A. My recollection is that I received that before I got the letter from Jamieson asking for the list of postmasters.

Q. You think you received Mr. Jamieson's letter asking for the 5 per cent before you received the letter asking for the list of postmasters?—A. Yes, sir.

It appears therefore—

1. That Mr. Treat knew (a) of the general intent of Mr. Jamieson to raise funds by solicitation, because he admits that he was so informed by Colonel Hoge, and (b) of the specific nature and intent of the solicitation, requesting 5 per cent upon officeholders' salaries, because he himself received one of the soliciting circulars.

2. That while possessing the above knowledge Mr. Treat furnished to Mr. Jamieson a list of a certain class of Federal officials, omitting those whose salaries were less than \$100 because, as he says, "he might have inferred" that "their compensation was too small to justify the contribution," and the list was so arranged as to be most convenient for use by Mr. Jamieson in making the solicitation in which Mr. Treat knew him to be engaged.

3. Mr. Jamieson requested Mr. Treat to send him a "list of postmasters," without specifying what postmasters were intended or in what form the list was to be made. In response Mr. Treat sent a list of a certain class of postmasters, to-wit, those receiving *more than \$100* per annum compensation, and arranged in a particular form, to-wit, by Congressional districts and counties. As neither the contents nor the form of this list as furnished could have been inferred merely from the written request of Mr. Jamieson to be what was desired, some previous understanding upon the subject must have existed.

4. Mr. Treat does not state why, in response to a request in general terms for a "list of the postmasters," he prepared and sent a list which was arranged in a certain peculiar manner and which contained the names of those postmasters only who received compensation above a certain rate; but, on the other hand, he does connect the sending of this list with the knowledge imparted to him by Colonel Hoge that Mr. Jamieson was going to try to raise some funds. He says that this list was not furnished by him in any official capacity, thus indicating that he considered that to have furnished the list officially would have rendered him liable; but whether that act was done officially or unofficially is immaterial in this case. He states further that he would have furnished this list to any reputable citizen, and yet he states that it took him ten days or two weeks to get it up. In the absence of any explanation by Mr. Treat of the gratuitous assumption of so great an amount of work by him, the inevitable inference is that such work was undertaken for the purpose of aiding Mr. Jamieson in the solicitation in which he was engaged, for (a) the list so furnished was obviously well adapted to that purpose; (b) Mr. Treat's own testimony shows

that at the time of sending this list he knew definitely both the fact that Jamieson was making this solicitation and the nature of the solicitation, and (c) his interest in the success of the solicitation is manifest from the fact that he was a member of the committee charged with the conduct of the campaign in the interest of which this solicitation was made.

To sum up briefly: Mr. Jamieson did solicit from Federal officeholders contributions of funds to be used for political purposes; Mr. Treat knew that Mr. Jamieson was so soliciting funds from Federal officeholders and at the same time he furnished to Mr. Jamieson information which was calculated to aid him in such solicitation. This information, though furnished at Mr. Jamieson's request, was furnished in such a manner as to show clearly that Mr. Treat knew that it was to be used, and intended that it should be used, in facilitating the sending out of the soliciting circulars by Mr. Jamieson. Therefore Mr. Treat did aid and abet Mr. Jamieson in making such solicitation, and has been, at least in *some manner*, and at least *indirectly*, concerned in soliciting from other Federal officeholders funds for political purposes, in violation of section 11 of the civil-service act.

The fact is conceded that there was a technical violation of the law when Mr. Treat received the check for campaign funds from Mr. Agnew. This technical violation does not involve any actual or implied coercion of Government officials, and we would not insist upon a removal for that alone; but the foregoing facts also show that Mr. Treat was a party to the demand of the 5 per cent contributions out of the salaries of Federal employees, and this offense is not merely technical; it is substantial.

W. D. FOULKE, *Commissioner*.

WASHINGTON, D. C., *February 12, 1902.*

Messrs. Agnew and Treat also submitted additional briefs. The Attorney-General decided that the evidence was not sufficient to show their participation in the soliciting circular.

In connection with, and growing out of, the above investigation, the Commission notified the Postmaster-General, the Secretary of the Treasury, and the Attorney-General of the facts as to the issuance of the Jamieson circular and of the connection of officers under their respective departments with the State executive committee. In response, the Postmaster-General advised the Commission that Postmasters Crupper, Griffin, and Lincoln had been notified that their membership of the Republican State executive committee of Virginia was considered by the Department as in conflict with the spirit and intent of section 435 of the postal laws and regulations, and that they should at once relinquish such connection. The Attorney-General advised the Commission that he had issued a circular letter to the officers and employees of the Department of Justice, under date of November 22, 1901, as follows:

Your attention is directed to a circular of this Department, issued August 20, 1900, in which section 2 of the civil-service act of January 16, 1883, forbidding any executive officer or employee, among others, to solicit or receive political contributions from any officer or employees of the United States, was quoted, and all persons serving under this Department were required to observe strictly the prohibitions of that law, and were recommended to refrain from service on political committees charged with the collection and disbursement of campaign funds. I now repeat the injunctions of that circular, and add the following further directions on this subject:

Rule II of the civil-service rules provides that no person in the executive civil service shall use his official authority or official influence for the purpose of interfering with an election or controlling the result thereof. The spirit of the civil-service laws and rules renders it highly undesirable for Federal officers and employees to take an active part in political conventions or in the direction of other parts of political machinery. Persons in the Government service under this Department should not act as chairmen of political organizations, nor make themselves unduly prominent in local political matters. It is expected and required that all officers and employees of this Department shall act in entire conformity with the views herein set forth.

United States attorneys and United States marshals are hereby directed to post conspicuously in their respective offices a copy of this circular, and otherwise to use every available means to direct the attention of their subordinates, and of all those who are in the Government service under this Department, to the injunctions of this circular.



**Terre Haute, Ind., Internal-Revenue District. File 6362.**

In May, 1902, charges were made against Collector of Internal Revenue John R. Bonnell, of Terre Haute, Ind., of political coercion of his subordinates and of political discrimination in the assignment of storekeeper gaugers in his district. At the same time charges were made against former Collector D. W. Henry of soliciting political contributions.

The charge of political coercion against Collector Bonnell seems to have been based upon the alleged use in a primary election held in February, 1901, of colored ballots for the evident purpose of ascertaining how the employees of the Internal-Revenue Service had voted. The testimony failed to show that Collector Bonnell, was in any way connected with the affair, and the charge was accordingly dismissed.

The evidence as to the second charge against Collector Bonnell showed a very marked discrimination against the Democrats in the matter of assignment to duty.

It appeared, however, from the evidence that Collector Bonnell had acted under a misapprehension; he had but lately taken office; he stated that he had been informed by an official in the office of the Commissioner of Internal Revenue at Washington that he had a right to do as he did in the matter of assignments, and in his testimony he claimed that he had never seen the civil-service rule covering such cases until just prior to the investigation. It was therefore evident to the Commission that while there was a violation of Civil-Service Rule II, it would have been a manifest injustice to him to have recommended his removal. He was accordingly informed that if his future assignments were made without discrimination no action would be taken.

As to the charge against former Collector Henry, it appears that in the Presidential campaign of 1900, and in a city election in the same year, the employees of the Terre Haute internal-revenue office contributed various sums to a political fund. Again, when Collector Henry was a candidate for reappointment, it was asserted that there was an assessment among his subordinates toward a fund to be used in that connection.

Much testimony was taken, some of it being very conflicting in its nature, with the result that the evidence adduced was not considered sufficiently strong to justify the institution of criminal proceedings against the late collector. With regard to the alleged fund assessed for the purpose of securing his reappointment there was no sufficient evidence to show that Collector Henry had either solicited or received this fund. This inquiry developed the fact that storekeeper gauger DeBaun had taken an active part in these solicitations and his dismissal was recommended by the Commission. No action has been taken on this recommendation.

During the investigation of the charges against former Collector Henry it became necessary to have the testimony of C. O. Self, who was at one time a storekeeper gauger at Terre Haute, and later attached to the office of the Commissioner of Internal Revenue. Mr. Self declined to answer certain questions asked in his examination, in violation of section 9 of Civil-Service Rule II, and upon the recommendation of the Commission he was, on April 30, 1902, removed from the service.

## FRAUDS OR IRREGULARITIES IN CONNECTION WITH EXAMINATIONS, APPOINTMENTS, ETC.

**Brooklyn, N. Y., Post-Office.**

A statement was made to the Commission indicating that Postmaster George H. Roberts, jr., had made certain removals, reductions, and appointments in various unclassified positions in the Brooklyn post-office for political reasons, but upon a full investigation the evidence did not sufficiently establish this fact, and it appearing that the changes made were for the good of the service, no further action was taken by the Commission except to require that the reasons for these changes should be stated of record.

**Chicago, Ill., Post-Office.**

On March 10, 1902, T. W. Wittler alleged that he had been reduced in rank and compensation for political reasons. On October 1, 1901, while superintendent of Carpenter street station, he had been reduced from \$2,000 to \$1,800, and on February 1, 1902, he had been transferred to the position of mailing clerk in the main office at a salary of \$1,100. Mr. Wittler charged that he was reduced in order to provide for the promotion of Peter J. Noer. Wittler said that Noer told him his promotion was due to the influence of Henry L. Hertz, collector of internal revenue. But on examination Noer denied having made this statement, and it further appeared that Noer and Wittler were Democrats while Hertz was a Republican. Wittler further charged that at the time of his reduction on October 1, 1900, six other Democrats were also reduced, and that the amount taken from their salaries was distributed in promotions to three Republicans. Investigation, however, showed that these changes were justified by reasons connected with the internal administration of the service, so that the inference of political influence was not conclusive.

On the other hand, Postmaster F. E. Coyne alleged that the reasons for Mr. Wittler's reduction and transfer were that there was a lack of harmony between Wittler and his subordinates—that Wittler's manner was repugnant to his subordinates. These reasons related to the internal administration of the service and would not therefore ordinarily have come within the jurisdiction of the Commission. But in this case they were investigated because a proper record of them had not been made at the time, as required by section 8 of Rule II. The testimony seemed to show that the postmaster's opinion as to the lack of harmony between Wittler and his subordinates was well founded.

On being notified of his transfer and reduction on February 1, Mr. Wittler had positively refused to perform the duties of his new position. He was therefore removed from the service on the charge of insubordination. His reduction had been irregular in that the reasons for it had not been properly recorded at the time, and he was therefore not guilty of insubordination in refusing to accept the reduction, but as Mr. Wittler had been informed by the postmaster that his acceptance of the reduction would not deprive him of any right of appeal to the Commission, and as the irregularity of his reduction had been secured by the investigation which showed that proper reasons for it actually existed, the Commission believed that it would be ineffectual as well as against the interests of good administration to recommend his reinstatement in view of his positive refusal to accept the position to which he had been reduced. The case was therefore closed after full investigation by the Commission.

**Danville, Va., Post-Office.**

On June 13, 1902, charges were made against Postmaster C. T. Barksdale, whose reappointment was then pending in the Senate, to the effect that he had suppressed information as to the civil-service examination to be held in his office on June 14, with the view of limiting the competition in favor of certain friends of his.

An investigation was made on June 20, which showed that the notices of the examination had been duly posted, both in the lobby of the post-office and at two other points in the city. It was found that the notice posted in the post-office lobby had been removed some days prior to the examination, but it appeared that this was due to the fact that the lobby was being painted. It also appeared that the notice of the examination had been inserted as an item of news in at least two local papers. No evidence of intent to suppress information was adduced, and the Commission dismissed the charges.

**Denver, Colo.—Case of Edward G. Wood.**

On April 2, 1901, Edward G. Wood inserted in the Rocky Mountain News, Denver, Colo., the following advertisement:

WANTED—For preparation, ten young men of good character for positions for

United States department assistants (Pacific Division), \$100 per month, up; complete preparation, \$10; open until Thursday. Final examination April 26. Address, by letter, Lieut. GEORGE WOOD, 1331 South Thirteenth street, Denver.

Mr. Edgar R. Holmes, in an interview growing out of his answer to this advertisement, was told by Wood that he (Wood) was a lieutenant of engineers and had been in the Government service eight years, that three examiners were coming from Washington to take charge of the examination to be held at Denver, on April 26, and that he expected to be one of the examining board. He gave Holmes to understand that he would be selected for appointment upon the payment of \$15, which Holmes paid. Holmes tried to see him subsequently, but was unable to find him, and laid the case before the United States secret-service agent.

The Commission cooperated with the secret-service agents in the prosecution of Wood, with the result that he was indicted for impersonating an officer of the United States. At his trial, on November 19, 1901, Wood entered a plea of guilty to the indictment, and was sentenced by Hon. Moses Hallett, United States district judge at Denver, Colo., to pay a fine of \$25 and costs.

**Denver, Colo., Post-Office.**

In January, 1901, it was reported to the Commission that Charles G. Schulze, a clerk in the Denver post-office, had committed perjury in stating in his sworn application that he had never been in the military service of the United States, when, as a matter of fact, he had been tried and found guilty on a charge of desertion from the Army, and had served in the military prison at Fort Leavenworth, Kans.

The charge against Schulze was sustained as the result of an investigation, and while his criminal prosecution was barred by the statute of limitations, his case was submitted to the Department for its consideration with a view to his dismissal. On July 20, 1901, Schulze was removed from the service.

**Greenville, S. C., Post-Office. File 5257.**

Arthur E. Davis, a colored man, was appointed a clerk in the Greenville, S. C., post-office, on March 25, 1901, and was removed by the postmaster at the end of his probationary period on September 25. A complaint was made to the Commission in the following October that Davis was removed on account of his color, and that the provisions of section 8, Civil-Service Rule II, were violated in that no charges were preferred against him and he was given no opportunity for defense.

The postmaster was acting entirely within his authority when he dropped Davis from the rolls at the end of his probation, and as there was nothing to show that he had been prejudiced on account of his color, the case was dismissed.

**Kenton, Ohio, Post-Office.**

E. W. Rose, a temporary carrier in the Kenton, Ohio, post-office and a competitor in the examination held at that place on September 4, 1901, was charged with having committed fraud in that examination.

An investigation showed this charge to be well founded. After the examination the papers were allowed to remain in the money-order room and while they were there, Rose added to his papers the solutions of two problems in arithmetic which he had procured in the meantime.

His examination was accordingly canceled; he was barred from future examinations until further orders, and on December 31, 1901, his temporary employment in the post-office was terminated.

**Nashville, Tenn., Internal-Revenue District. Files 8366 and 6338.**

In the Fourteenth Report (pp. 318-319), Fifteenth Report (p. 332), Sixteenth Report (p. 264), and the Seventeenth Report (pp. 264-274) the Commission reported upon investigations made by it into the matter of removals made for political reasons by Internal-Revenue Collector David A. Nunn, of Nashville, Tenn., and frauds alleged to have been perpetrated in examinations held for the purpose of filling positions in his office.

In a letter under date of December 24, 1901, the Commission called the attention of the President to the charges against Collector Nunn and inclosed for his information extracts from the parts of its reports above referred to. In this letter the Commission said:

From the inclosed extracts it appears that at the beginning of his administration, in 1897, Collector Nunn got rid of most of the force in his office in violation of the civil-service rules. As appears by quotation from statement by him at pages 318-319 of the Fourteenth Report, Collector Nunn admitted to the Commission's examiner that he had made removals and appointments for political reasons.

In an opinion rendered in January, 1898, in the case of *Morgan v. Nunn*, which grew out of the removal of Morgan by Nunn on account of political reasons, Judge Lurton said that flagrant violation of the civil-service rules was evident and had not been denied.

In order to fill the positions thus made vacant for political reasons with people of his own selection, there was an effort made to commit a fraud in the Commission's examination. The evidence of the success of this attempt is presented in the Commission's brief of the case, in the Seventeenth Report. \* \* \* Before this fraud was discovered certain persons, including the son of the collector, were appointed. In order to remedy this evil, the Commission requested the Treasury Department to order the persons who had been accused of being aided by the fraud to enter a new examination, the results of which should be substituted for those of the previous examination in which the fraud had been practiced. This order of the Department was ignored, partially upon the advice of Collector Nunn, as shown by evidence obtained in the Commission's investigation, and notwithstanding the efforts of the Commission to have these people removed from office they still retain their positions.

Under date of November 3, 1897, the Commission recommended the removal of Collector Nunn upon the grounds above stated, and it has the honor now to renew that recommendation.

The President called for Collector Nunn's resignation, which took effect December 30, 1901.

**New York, N. Y., Custom-House.**

APPRAISER'S OFFICE.

During several years past the Commission has made investigations showing that in the office of Appraiser W. F. Wakeman, of the port of New York, the provisions of the civil-service law were evaded in various ways. In the Sixteenth Report (pp. 275-281) account is given of the illegal appointment of examiners and the irregular temporary appointment of special examiners, law clerk, and stenographers and typewriters. In the Sixteenth Report (pp. 277-278) and Seventeenth Report (pp. 284-287) accounts are given of several investigations of the practice of assigning unclassified laborers to the performance of classified duties.

In March, 1901, the Commission was requested to approve the temporary appointment of W. H. Michales as a substitute for an examiner who was sick. As it did not appear that Mr. Michales was qualified, as required by sections 2940 and 2941 of the Revised Statutes, the Commission declined to approve this temporary appointment, and it was stated that Mr. Michales would be separated from the service. In May, however, he was again given temporary appointment, which the Commission likewise declined to approve on the same ground. A third temporary appointment was given Mr. Michales under similar circumstances. In July four other temporary appointments were similarly made.

Upon investigation it was found that the vacancies which had occurred in the ordinary course of business were in positions for which eligibles could be supplied, but that examiners in other departments for which eligibles were not available had been transferred thereto, thus creating vacancies to which temporary appointments might be made. The Commission called the attention of the Treasury Department to these facts and to the fact that none of these temporary appointees had shown qualification for his duties, as required by sections 2940 and 2941 of the Revised Statutes, and

requested that they be separated from the service and that the examiners transferred be restored to their former positions and the original vacancies be filled from the registers of the Commission. This action was taken.

With its letter of October 29, 1901, the Commission submitted to the President a memorandum of the essential facts brought out in its various investigations above referred to, which, it said, showed in brief "the course pursued by Appraiser Wakeman, of New York, in obstructing the proper execution of the civil-service law, in evading its plain provisions, and in disregarding the positive instructions of the Treasury Department for its observance." Mr. Wakeman was removed from the service on December 21, 1901. Other causes contributed to his removal.

#### CASE OF FRANK K. REID AND MAURICE J. ALLEN.

Under date of April 7, 1902, Frank K. Reid and Maurice J. Allen filed applications for the second-grade customs examination with the local board of the New York custom-house. The handwriting in the medical certificates accompanying these applications, which should have been filled out by a physician, indicated that both of them had been executed by Reid.

The physician whose name appeared in the certificates was communicated with, and he informed the Commission that he knew nothing of either Reid or Allen and the use of his name was unauthorized.

On April 24 their applications were canceled, and Reid and Allen were debarred from future examinations.

On May 2 the case was brought to the attention of the Attorney-General, with the recommendation that Reid and Allen be prosecuted for violation of section 5418, Revised Statutes.

Upon examination, on September 16, 1902, before United States Commissioner Hitchcock, Reid and Allen were discharged, the defense being that there was no intention of defrauding the Government.

#### **Union Agency, Ind. T., Indian Service.**

Under date of January 10, 1901, Miss Maud Mosher, of 1551 Park place, Wichita, Kans., wrote the Commission stating that her position as assistant clerk in the Union Indian Agency, Ind. T., had been abolished in order to make room for the appointment of a Mr. Lyman Lane, a close friend of the inspector for the Indian Territory, Mr. J. George Wright, the new position being styled an "irregular" one, and, by virtue of such designation, later filled without compliance with the civil-service rules. Miss Mosher further stated that in August, 1899, one of the positions of assistant clerk had been designated "financial clerk" (a position excepted under the civil-service rules from competitive examination), in order that it might be filled by the appointment of the wife of the Indian agent; that, nevertheless, the entire duties of this position were performed by her (Miss Mosher); that later three other clerkships—two at a salary of \$1,000 and one at a salary of \$720—were "abolished," and authority obtained to "employ irregular help as needed" in lieu thereof. Miss Mosher thus described the disposition of the two \$1,000 clerkships:

Before the close of the fiscal year 1900 the Indian Department was requested to authorize all the positions held the previous year, and two additional civil-service assistant clerkships, at \$1,000 each. When this was done the Commissioner of Indian Affairs was asked to allow the agent to employ "irregular help as needed," and abolish the two additional civil-service assistant clerkships. This was done for the same purpose as heretofore, so that two men, Mr. George Bixby (brother of Hon. Tams Bixby, acting chairman of the Dawes Commission) and Mr. J. R. Taylor, jr., could be employed, neither of whom could possibly pass a civil-service examination.

The Commission brought Miss Mosher's letter to the attention of the Department of the Interior in a letter dated March 2, 1901, and requested an explanation. The reply of the Indian Commissioner was as follows:

*The position of assistant clerk theretofore held by Miss Mosher was, as stated by*

her, abolished on July 15, 1900, and authority was granted in lieu thereof for the "irregular" employment of an assistant clerk at such time or times as his services might be required. This action was taken purely in the interests of good administration, and the wisdom of it has been amply demonstrated by the results. The fact that Miss Mosher was not given employment as "irregular" assistant clerk was due to her inability to properly perform the duties required of her.

The irregular assistant clerk employed in Miss Mosher's place, as well as the other irregular employees referred to by her, have an entirely different status from and should not be confounded with employees for the temporary and emergency employment of whom provision is made in the civil-service rules. Such employees are not engaged for any specified terms, but are, as indicated by their designation, employed irregularly, or, in other words, from time to time, as their services may be required. Thus, they may be laid off after working for a day, a week, or a month, until again needed, when they (or other properly qualified persons, in the discretion of the agent and inspector) may be again called into the service. It would be very difficult, if not impossible, in the circumstances, to secure competent persons from the civil-service register for work of this kind, and for that reason the employees in question have not been considered by this office as subject to the provisions of the civil-service rules.

The Commission found, upon investigation, that provision was not made in the appropriation out of which Miss Mosher's salary had been paid for a definite number of employees with designations and salaries specified, but that such appropriation was in a "lump sum," permitting the Department to increase or decrease the number of employees at any time, according to the exigencies of the service.

The positions concerned, however, if classified, must be filled in accordance with the civil-service rules. The positions of Messrs. Lane, Bixby, and Taylor were of this class, so the Commission wrote to the Department on May 6, 1901, calling attention to the civil-service rules governing them. Messrs. Bixby and Taylor were consequently separated from the service and their positions filled by selections from the Commission's bookkeeper register. The Department requested that a special examination be held for filling the position held by Mr. Lane, in view of "peculiar qualifications in respect to knowledge, ability, and experience as are not ordinarily acquired in the executive service of the United States."

The Commission made inquiry concerning the duties performed by Mr. Lane, and found they were mainly those of a cashier and bookkeeper, and to some extent fiduciary in character. Such duties, the Commission held, properly belonged to the position of finance clerk of the agency, the incumbent of which was Mrs. Anna Shoenfelt, the wife of the agent. It therefore wrote to the Secretary of the Interior on April 1, 1902, declining to extend Mr. Lane's temporary appointment or to hold a special examination, and asking for the separation of Mr. Lane from the service and the assignment of Anna E. Shoenfelt, finance clerk, to the performance of the duties properly pertaining to her position.

The Department of the Interior replied to this letter stating that Mr. Lane was relieved from the position of principal bookkeeper and cashier on May 15, 1902, to enter upon duty as finance clerk. Mrs. Shoenfelt had resigned from this position on March 31, 1902.

**Washington, D. C.—Special examination for statistical compiler, Department of Agriculture.**

An investigation was made into the integrity of an examination held June 18 and 19, 1901, for the position of special statistical compiler in the Department of Agriculture. The scope and character of the examination were suggested by the Department and a special examination requested. The questions and tests were prepared for the Commission by Mr. John Hyde, statistician, and other experts of the Department. Sixteen competitors were examined, 10 of whom were at the time employed in the Department as unclassified laborers, 6 being assigned to the division of statistics. After a most careful inquiry into the facts the following conclusions were reached by the Commission, largely deduced from the testimony of the statistician himself:

**First. That the examination for special statistical compiler was designed to afford**

opportunity for the examination of unclassified laborers in the division of statistics and to restrict competition to competitors who had actual experience in statistical work in Government employ. Second. That unclassified laborers of the division of statistics had a decided and unfair advantage in the examination as a result of their assignments of work. Third. That employees of the division of statistics were improperly and unfairly assisted in their preparation for the examination by disclosures made by Mrs. Bertha Burch, stenographer to the statistician, who, in pursuance of her work, copied the examination questions and had them in her custody, the statistician having instructed her to give all the help in the examination she legitimately could. The examination was therefore canceled, and no subsequent examination under this designation has since been held.

### THE CIVIL SERVICE IN PORTO RICO.

In the civil service of Porto Rico there are three classes of positions, namely, insular, municipal, and Federal. The insular government, which controls the insular and municipal positions, was created by an act of Congress approved on April 12, 1900, providing revenues and a civil government for Porto Rico. This act is, in its effect, the organic law of the island, bearing substantially the same relation to the governmental system and jurisprudence of the island as the Constitution of the United States bears to our Union. The insular positions are, in the main, those which pertain to the several departments of the insular government, such as the positions connected with the offices of the insular secretary, the attorney-general, the treasurer, auditor, commissioner of the interior, and commissioner of education, who, with five native members, compose the "executive council," which constitutes the upper house of the legislative assembly and which assists the governor in the performance of his executive duties.

The municipal positions are similar to those found in the corporate towns and cities of the United States, such as those of policemen, firemen, hospital and jail attendants, and persons engaged upon city improvements.

The persons employed in the insular and municipal positions are paid out of the revenues of the island. Up to the present time such employees and positions have not been placed under a competitive civil-service system.

While the commission that was appointed to compile and revise the laws, codes of procedure, and systems of municipal government of Porto Rico was in session, Dr. Rowe, a member of said commission, prepared and submitted a civil-service bill. Messrs. Lopez and Keedy, forming a majority of the commission, were of the opinion that it would be better to postpone the operation of such a law until the administrative system of the island was fully organized. It was submitted as a minority recommendation, but the legislative assembly agreed with the majority of the commission that the government service was not sufficiently organized to justify the application of the civil-service system.

The Federal positions, i. e., those belonging to the executive civil service of the United States, the occupants of which are paid out of the United States Treasury, are classified under the civil-service act of 1883 and are subject to its provisions and the civil-service rules. These positions are, in the main, those attached to the island post-offices having free delivery, the custom-house, post-office inspection, railway mail, light-house, marine hospital, and weather-bureau services, the experiment station of the Department of Agriculture, the San Juan naval station, and several field branches of the War Department. It is only with these Federal positions that the Commission at present deals. Their number is approximately 301, of which 152 are subject to competitive examinations which include scholastic tests; 81 are trades positions subject to competitive registration tests; 15 are excepted from the require-

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ment of competitive examination by Civil-Service Rule VI; 5 are excluded in part from the operation of the civil-service rules by section 8 of Rule III, and 48 are unclassified. The following table shows these positions by branches of the service and divisional offices:

## *Federal positions in Porto Rico.*

Branches of the service or offices.	Scho- lastic exami- nations.	Registra- tion exami- nations.	Ex- cepted.	Ex- cluded.	Unclassi- fied.	Total.
Custom-house.....	46	8	8		3	65
San Juan naval station.....	5					5
Post-office.....	33		3	1	1	38
Post-office inspection.....	3					3
Railway mail.....	6					6
Agricultural experiment station.....	3		3		5	11
Weather bureau.....	3					3
Light-house.....	4	31				35
Marine hospital.....	7	19		4		30
Ordnance.....	2	3			3	8
Pay.....	1		1			2
Quartermaster's.....	31	19			36	86
Subsistence.....	6					6
Engineer.....	2	1				3
Total.....	152	81	15	5	48	301

During the first three years of the American occupation of the island no steps were taken by the Commission toward applying a civil-service system to these Federal positions. This was principally due to the important questions that arose respecting the rights of the natives to United States citizenship, and to the inadequacy of the Commission's appropriation for traveling expenses. On March 1, 1902, Dr. George W. Leadley, the chief of the service record division, proceeded to San Juan under instructions from the Commission to visit the headquarters of all services belonging to the Federal Government and procure service records of the employees, to obtain sufficient data to enable the Commission to properly fix the status, with regard to classification under the civil-service act, of such Federal employees as were in the service under appropriations made for civil duty, to organize and instruct such local boards of civil-service examiners as the needs of the service seemed to require, and to supervise the holding of such examinations as the Commission might order. The preceding table, showing the status of the positions by services and offices, is based upon data obtained by Dr. Leadley in the prosecution of the duties to which he was assigned. Now that the status of all of the positions has been fixed and a knowledge of the requirements of each position and the general needs of the service obtained, the Commission is prepared to apply the civil-service system to the Federal service on the island, following the same general principles that obtain with similar positions in the United States.

Following the recommendation made by its representative, the Commission has organized a board of civil-service examiners, with headquarters at San Juan and with auxiliary membership at Ponce and Mayaguez. The central board at San Juan is composed of 7 Federal employees, each of whom was selected because of some particular qualification, fitness, or equipment which rendered appointment on the board desirable. With one or two exceptions, all of the regular and auxiliary members are conversant with both English and Spanish. The president of this organized body is a native Porto Rican. The personnel of this board and its ability to perform the civil-service work will, with perhaps three or four exceptions, compare favorably with any similar body in the United States.

Two hundred and twenty-seven persons, the majority of whom were Porto Ricans, responded to the Commission's invitation to take the civil-service examinations. The applicants represented all types of citizenship, although the humbler classes,



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many of whom came barefooted when they appeared for the preliminary blanks, predominated. Probably not more than 1 out of 25 who took out these forms and received the pamphlets of instruction actually filed the papers and appeared for examination. In the main, those who presented themselves for the examination were an orderly, well-behaved, and intelligent set of young men, who apparently belonged to the middle classes. They appeared to experience but little difficulty in comprehending the instructions and in answering the questions according to established form and customary usage. The blank forms of application and pamphlets of instruction were printed in both English and Spanish, and the examinations, with the exception of those given for filling professional and scientific positions in the United States, were given in both languages. The applicants were allowed to compete for positions in the Federal service of the island and the executive civil service of the United States.

One noticeable feature in connection with the holding of these examinations, and, in fact, with all of the civil-service work, was the entire confidence of the competitors and citizens in the absolute honesty of the examinations and the good faith of the Commission. It seemed to be accepted as a fact that the rules and regulations would be lived up to and that political considerations would be excluded.

The greatest surprise furnished in connection with the introduction of the civil-service system on the island was the appearance in the examination at Ponce of five Porto Rican señoritas as competitors for positions in the post-office service. Probably no one in Porto Rico, even in moments of illdest fancy, had conceived the idea that native women would aspire to positions in the public service.

The following table shows the result of the initial series of examinations:

*Examinations in Porto Rico.*

	Number ex- amined.	Number passed.	Number failed.	Per- centage passed.
Educational (English):				
Departmental and Government Printing Office .....	59	38	21	64.4
Custom-house .....	16	9	7	56.3
Post-office .....	9	5	4	55.5
Educational (Spanish):				
Departmental and Government Printing Office .....	7	3	4	42.9
Custom-house .....	54	38	16	70.4
Post-office .....	23	15	8	65.2
Trades positions (English and Spanish) .....	59	55	4	93.2
Totals .....	227	163	64	71.8

It will be seen from this table that in the examinations for the Departmental and Government Printing services those who took the examinations in English excelled the native Porto Ricans, who took them in Spanish, 64.4 per cent of the former passing the examinations, as against 42.9 per cent of the latter. For the Custom-House service, however, the Porto Ricans surpassed those taking examinations in English, the percentage of successful competitors being 70.4 as against 56.3 per cent. In the Post-Office service also the Porto Ricans excelled, the percentage being 65.2 as against 55.5 per cent. In the trades positions over 93 per cent of the competitors passed.

The result presents a highly satisfactory showing for the Porto Ricans, and may well be a source of much gratification to them. Within two months after the papers of this examination were graded quite a number of persons who passed had received appointments, some in the Federal service on the island and others in the Departmental and Government Printing services at Washington. Future examinations, except those given for scientific and professional positions in the executive service of the United States, may be taken in either English or Spanish, at the option of the competitor.

The feature of the service which Dr. Leadley found least promising, and indeed deplorable, was the utter lack of ambition on the part of some of the native Porto Rican officials, formerly employed under the Spanish régime, and now continued in the service, toward familiarizing themselves with the language and practices of the Government which they now represent, in spite of the palpable gain to the service and to themselves which such familiarity would bring. In both the Post-Office and Custom-House services there were found persons who, after four years' service as officers of the United States, have made no attempt to learn the English language, or in other ways to equip themselves for rendering better service to the new Government. A comparison of the examination papers of the Porto Ricans now in the service with those outside of the service shows that it is the latter class that aspires to the higher ideals of American citizenship.

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### EXAMINATIONS FOR ADMISSION TO THE UNITED STATES NAVAL ACADEMY.

In June, 1901, at the instance of the Superintendent of the Naval Academy, the Navy Department requested the Commission to arrange for holding examinations for admission to the Academy at Washington and various other points convenient to candidates throughout the United States. In compliance with this request the Commission held the first examination of this kind in August, 1901, and a second examination in April, 1902. The regulations of the Navy Department, in which the Commission has concurred, provide that examinations for admission to the Naval Academy shall be held in April, August, and September of each year, the April and August examinations being held at various points throughout the United States and the September examination at Washington only. The questions are furnished and the papers rated by the academic board of the Naval Academy, the Commission simply placing at the disposal of the Department its local boards of examiners and other portions of its organized system for holding examinations.

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### THE COMPETITIVE SYSTEM IN STATES AND CITIES.

In the Fifteenth Report (pp. 489-502) some account is given of the growth of civil-service reform in States and cities. As supplementary thereto, Mr. Henry G. Chapman, assistant secretary of the National Civil Service Reform League, has compiled the following information as to the progress of the reform in several States:

#### CALIFORNIA.<sup>a</sup>

*Los Angeles.*—The citizens of Los Angeles have started a movement for the revision of the charter of that city, which is to include provisions for the introduction of the competitive system.

*San Francisco.*—Important civil-service provisions were introduced into the charter of San Francisco, which was adopted in 1900. The mayor of the city, Mr. Phelan, appointed a commission friendly to the act, with the late Mr. J. Richard Freud, as chairman. Suits were immediately begun to test the constitutionality of the civil-service law. The boundaries of the city and county are coterminous, and the charter provided that the rules should apply to the city and county offices alike. The point, however, was made that under the constitution they could not be applied to the latter, and it was finally so decided. About five

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<sup>a</sup> See also p. 499, Fifteenth Report.

county departments, with pay rolls of 1,000 employees, were taken out from under the operation of the law. The present situation in San Francisco shows a decided improvement over the conditions of last year, and the police and the civil-service commissioners are working in unison under the law.

#### CONNECTICUT. <sup>a</sup>

*New Haven.*—The act under which the competitive system was introduced in the city of New Haven went into effect in January, 1898, with a civil-service board composed of the superintendents of the police and fire departments and three citizens appointed by the mayor, serving without pay, and not more than two being members of the same political party. The board adopted rules providing for competitive entrance examinations and competitive examinations for promotion in the police and fire departments. But certifications for appointment to all classified positions, except that of laborer, were made of all the eligibles on a given register, and the appointing officer was not limited as to his choice. It is unlawful for the controller of the city to make payments of salaries to persons not appointed in accordance with the civil-service rules.

The report for the year ended December, 1901, shows that the board held 16 meetings, at which it received and took action on 175 applications in the classified service. One hundred and fifty-five of these applicants passed the examination with a record of 70 per cent or over; 18 of the applicants failed to receive that percentage; 15 were rejected on account of physical disqualification. In the labor service there were 220 applications, making a total of 395 applications of all classes received during the year.

#### ILLINOIS. <sup>b</sup>

*Chicago.*—The civil-service law which was adopted by the legislature of Illinois in 1895 applied to those cities which should adopt it, and it was adopted by the cities of Chicago and Evanston. The act was tested in the State courts, which decided in favor of the application of the rules to the department of education and the police. In Chicago many attempts were made to cripple the merit system. In 1899 the party in power specifically declared against it and lost the election. Within six months it changed its attitude and the enforcement of the law was placed in the hands of a friendly commission. The constitutionality and popularity of the system were established. In 1900 the commission was reorganized by the appointment of Col. John W. Ela, at one time president of the local civil-service reform association.

The civil-service law of Chicago is one of the strictest that exists. The civil-service board is empowered to administer oaths and summon witnesses and to make investigations, and all trials which involve the dismissal of employees are held before the board. In this respect the powers of the Chicago commission are practically unique. Much of the time of the commission, it is true, is taken up by these trials, and many cases have been taken to court by dismissed employees who have been dissatisfied with the results, but the courts have so far sustained the commission in a very large majority of the cases that have been decided. They have held that the facts can not be reviewed by the court in mandamus or certiorari; they have sustained the right of the commission to cancel examinations after investigation and before posting the list, and they have denied injunctions restraining the operations of the commission's orders removing persons as a result of trials held by them.

Another important feature of the law is that the commission has no power to

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<sup>a</sup> See also p. 499, Fifteenth Report.

<sup>b</sup> See also p. 496, Fifteenth Report.

exempt any places from examination, but is required to classify all positions except those especially enumerated in section 11 of the law, which positions are: Officers elected by the people or by the council, or whose appointment is subject to confirmation by the council, judges and clerks of election; members of the board of education; superintendents and teachers of schools; heads of departments; members of the law department; and one private secretary to the mayor.

As to the general feeling concerning the competitive system by the people of Chicago, President Ela recently wrote: "There seems to be a general awakening on the subject of civil-service reform, which we, who are interested in the reform, believe is largely due to the satisfaction of our people with the way in which our city's civil-service law is being enforced."

#### INDIANA. <sup>a</sup>

The benevolent institutions are on a nonpartisan basis, although there are no civil-service rules, and in some of the large cities the police and fire departments are divided equally between the Republicans and Democrats, and discharges can only be made for cause.

#### LOUISIANA. <sup>b</sup>

*New Orleans.*—Mr. William Wirt Howe, of New Orleans, in a paper read at the annual meeting of the National Municipal League, held in 1901, gives the situation in that State as follows:

Under the city charter of 1896, a merit system of the most approved and modern type was supplied to almost all positions and employments in the city government, except, of course, those filled by popular election. The execution of the law was somewhat delayed and impeded by want of proper appropriations, but in spite of these hindrances the plan was administered with diligence and impartiality for more than three years, and with excellent results. No just complaint was ever made of its methods, and the constitutional convention of 1898, resisting the pressure of local politicians, declined to interfere with the system. The ward bosses, however, continued to plan for its repeal. One of them told the late Mayor Flower that the system "must go," and being asked for a reason, replied, "The boys are starving." It did not seem to occur to him that "the boys" might come up and compete in the examinations. In the autumn election of 1899, the reform movement of 1896 had, as usual, expended much of its force. The average citizen had become weary of well-doing, and was absorbed in his private affairs, while the "boys," who had no private affairs of any importance, were full of activity. Even then, however, they did not dare to put up their real leaders as candidates, and were forced to nominate some respectable men to hold the fort until such time as they may be able hereafter to take complete control.

The legislature of 1900 contained a large number of members from New Orleans pledged to destroy the merit system; and, in accordance with a vicious custom under which the members from the country abdicate their duties and leave the control of the city to the city delegation, the act of July 10, 1900, was passed. It repealed the merit system of the charter, and substituted a "civil service for the city of New Orleans," ingeniously devised to offer an appearance of competitive examination, and at the same time to put the control of all municipal positions and employments in the hands of the political officials who are in turn confessedly controlled by the ward leaders. A majority of the new board of civil service commissioners are members ex officio, and were elected by men whose principal article of faith was that the merit system must go. A large number of positions and employments are exempted entirely from competition. Examiners are provided for those places included in the plan, but the applicant must be a registered voter, and must have actually voted at the general election next preceding the examination. The best man for the place, therefore, can not compete, if, by reason of illness, necessary absence, or other proper cause, he has failed to vote at the specified time.

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<sup>a</sup>See also p. 499, Fifteenth Report.

<sup>b</sup>See also p. 498, Fifteenth Report.

When the examination has been held, all who have attained 70 per centum are placed on the list of eligibles for the position in question, and the appointing power may choose any name from the whole list, without regard to standing; the legislator thus seeming to inform us that our system of free public-school education of which we boast so much, and for which we pay so heavily, is really of no account as a preparation for public duty. The act further provides that, with certain exceptions, an appointee shall hold his office only during the term of the appointing power.

It needs but little experience or historical knowledge to perceive that the whole scheme, so far as it undertakes to provide a civil service for the city of New Orleans, is simply illusory, and that its true intent is to abolish the merit system and to endow the ward leaders with the ultimate power to control the positions and employments in our city.

The old board made a vigorous effort to establish the unconstitutionality of this act of 1900, but the courts declined to hold it invalid. We have, therefore, at present no merit system in New Orleans, and the boys who were starving are again taking their places at the public crib.

More recently an attempt has been made to repeal even so much civil-service law as there was left. Mr. Leclerc introduced a bill to accomplish this. This bill was referred to a committee of the legislature, who reported adversely by a vote of four to one.

#### MASSACHUSETTS. <sup>a</sup>

The Massachusetts civil-service act was passed in June, 1894, and was in its general features based upon the Federal act and on the New York State act passed in 1883, but in Massachusetts the system is applied to the cities and State under the sole direction of a State commission. The procedure is, therefore, uniform, and the law is very economically administered. Practically all positions of a clerical character in the State service are included, and the system applies to the present fire, police, school, janitor, and other service of the city of Boston, and to such other cities as may voluntarily seek from the commissioners the extension of the system to them. During the year 1901, the cities of Lowell, Milton, and Quincy sought and obtained such extension, which had previously been adopted by all of the most important cities in the State. In that year the legislature also passed an important general act, applying civil-service rules to the police and fire departments of any town in the Commonwealth where the act should be accepted by the voters, and the town of Revere accepted the act. The commissioners made a thorough revision of the civil-service rules, which were approved by the governor.

The civil-service law works with little friction. The commissioners retain their office for long periods, so that the commission is substantially continuous. In 1901 the legislature passed a law giving the commissioners power to stop payment to all persons who, in their opinion, are employed in the classified service in violation of the civil-service rules, and while few cases have arisen under this law, it has exercised a very salutary effect upon appointing officers, who realize that they can not refuse to pay strict attention to the notification of the commissioners that employees have been appointed in violation of the law.

#### NEW YORK.

No material changes have been made in the law of 1899 as reviewed in the Fifteenth Report of this Commission (p. 493). The salaries of the State commissioners have been raised from \$2,000 to \$3,000 a year; the probationary period of three months has been abolished in the case of veterans of the civil war, the period for which temporary appointments may be made in the cities has been extended to two months instead of one, and certain other changes have been made in regard to transfers.

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<sup>a</sup>See also p. 496, Fifteenth Report.

*New York City.*—On January 1, 1902, a new charter went into effect for the city of New York which required a number of changes in the city rules to make the service conform to the needs of the new departments. Early in the year the titles of positions were revised and certain grades in salaries adopted, so that all employees performing the same kind of work should receive the same amount of salary in every department. Under the provisions of the constitution, Article V, section 9, positions may be made exempt, provided it is not practicable to fill them by competitive examination. This possibility of declaring positions exempt has been freely resorted to by the present administration, and altogether some thirty-five new exemptions have been added to the list. On December 31, 1901, there were 644 exempt places, the whole number of competitive places being approximately 17,250.

The status of the employees of counties is in an unsettled condition. Only the employees of the four counties of Greater New York and Erie County, in which the city of Buffalo is situated, have ever been classified by the State commissioners, as the service in other counties was not considered large enough to warrant extending the provisions of the law to them. In those counties where the law has been so extended the lower courts have within the last year declared that large numbers of positions, such as county clerks' employees, registers' employees, and sheriffs' employees, are exempt from classification, principally on the ground that they are deputies or personal employees of the county officers. As yet the court of appeals has not decided any of these cases.

#### OHIO.<sup>a</sup>

As yet the State of Ohio has no general civil-service law. Civil-service rules have been adopted by the fire and police departments of various cities, but the political forces have been so balanced as to prevent the adoption of any general law. Two bills were introduced, one on the State plan, modeled after the Massachusetts law, and the other on the local-option plan, modeled after the Illinois law. The first of these bills passed the senate in 1896, but the vote was reconsidered and the result changed. At the next session of the legislature, in 1898, the other bill was introduced but never reached a vote. At the last regular session of the legislature a bill was introduced for the revision of the entire municipal code of Ohio, which included among its provisions a plan for the merit system. It was known as the revised Pugh-Kibler code bill, and contained a chapter (chapter 2) on "Merit system of appointments." It provided for the appointment by the governor of four commissioners, not more than two of whom at the time of appointment should be of the same political party. It was the duty of these commissioners to classify all offices and places of appointment and employment in each city. The competitive system was to apply to every appointee in the city service except officers elected by the people, those elected and appointed by the city council, and the other usual exemptions from examination. No employee was to be removed except for cause, stated in writing, and filed with the commissioners. This bill, however, never made any material progress in the legislature.

In June of 1902 the whole situation was fundamentally changed by three decisions of the Ohio supreme court, which practically wiped off the Ohio statute books all special legislation relating to municipalities passed since 1865. Governor Nash, on August 25, called an extraordinary session of the legislature, which enacted a code providing for the government of all municipal corporations of the State. This code goes into effect in May, 1903. By it provision is made for the establishment of the merit system in the fire and police departments of all cities, to be administered by the respective boards of public safety therein. The service in these two departments is to be classified, appointments are to be made

<sup>a</sup> See also p. 500, Fifteenth Report.

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through competitive examination, the higher positions, with the exception of that of chief of police, are to be filled by promotion, political coercion and the collection of political contributions are carefully provided against, and the boards of public safety are given power to enforce the provisions of the act.

### PENNSYLVANIA.

*Philadelphia.*—The act of 1885, mentioned in the Fifteenth Report, page 501, continues in effect unchanged. The mayor and the heads of departments are intrusted with its enforcement. While rules and regulations have been formulated, they are in themselves full of defects. The whole eligible list is certified and appointments are made from it in any order the appointing power chooses. No reports of these transactions are ever published.

### TEXAS.<sup>a</sup>

*Galveston.*—The rules for Galveston, which had at one time been incorporated into the charter of that city, have been repealed by the passage of an act repealing the charter and placing the government under the control of a State commission. This was an emergency measure, due to the partial destruction of the city and the paralysis of many of its industries by the great flood of 1900.

### WASHINGTON.<sup>b</sup>

*Seattle.*—Civil-service provisions were introduced into the amended charter of the city of Seattle at a general election held in March, 1896. The law went into effect April 20, 1896, by the adoption of civil-service rules similar in the main to those of Chicago. All officers and employees, with certain specific exceptions, came under the rules. Certain features of the Seattle act and rules are of particular interest. A small examination fee is charged. So far as known this is the only instance of a charge of an examination fee in the United States. As a result of having their attention continually called to the refusal of certain city employees to pay their debts, the commission adopted a rule that "no person who persistently refuses to pay his justly contracted debts for current expenses shall be appointed or retained in any office or appointment under the civil-service rules." Something similar to this has been tried in the New York police force, but its application to all civil-service employees is new.

A third feature is the labor bureau. The city charter makes it part of the duties of the civil-service commissioners to conduct a municipal public employment office, and the secretary of the commission is, by the charter, ex officio labor commissioner. The cost to the city of conducting the public employment office was \$1,267.96 in one year, during which there were supplied to the unemployed 26,560 positions.

### IN OTHER STATES.

By correspondence with the attorneys-general of the several States, it was ascertained that in the spring of 1902 no civil-service laws existed in the following States:

Arizona.	Minnesota.	North Dakota.
Arkansas.	Montana.	Rhode Island.
Delaware.	New Jersey.	Tennessee.
Michigan.	New Mexico.	West Virginia.

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<sup>a</sup> See also p. 501, Fifteenth Report.

<sup>b</sup> See also p. 500, Fifteenth Report.

In several States it was found that civil-service principles were given a limited application. The replies of the attorneys-general of these States are given below:

*Iowa.*—The only statute in force in this State in the nature of a civil-service law is one applicable to mine inspectors. The legislature at the present session has just enacted a law placing police officers and firemen under civil-service rules in cities having a population of 60,000 or more.

*Kansas.*—There is no Kansas law on the subject of civil service, except the law relating to charities and charitable and reformatory institutions of the State, being chapter 353, laws of 1901. A part of section 10 reads as follows:

“But no political test shall be allowed or required by said board, nor position in any institution under said board, nor shall removals be made for political reasons; but the board shall, according to the best judgment of the members thereof, be governed by qualifications, character, integrity, and personal fitness of the candidate, to be determined by proper examinations by the board in connection with the superintendents of the respective institutions, it being the purpose of this provision to prevent change for political reasons in the management of the charitable and reformatory institutions of the State.”

*Wisconsin.*—The only laws of Wisconsin which might come under the head of civil service are the laws which provide for the appointment of a police and fire board in cities of the second or third class. A second-class city is one containing a population of 40,000 or over and under 150,000, and a third-class city is one containing 10,000 or over and under 40,000.

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## NEED OF RECLASSIFICATION OF THE DEPARTMENTAL SERVICE.

The classification of the clerks in the Departments at Washington was made in 1853 and arranged the permanent clerical force in each of the Executive Departments into four classes, for each of which classes a different rate of compensation was prescribed. The annual salaries originally established by the act of March 3, 1853, were \$900, \$1,200, \$1,500, and \$1,800 for clerks of the first, second, third, and fourth classes, respectively, and by the act of April 22, 1854, the salaries of clerks of the first, second, and third classes were fixed at \$1,200, \$1,400, and \$1,600, the compensation of clerks of the fourth class remaining unchanged. This classification, with the salaries of each class respectively, has been reproduced in the Revised Statutes, sections 163 and 167. Since the adoption of that classification, which at first embraced the entire clerical force of the several Departments, excepting the chief clerks of the Departments and of bureaus and offices therein and clerks temporarily employed, Congress has from time to time, as the exigencies of the public service required, not only increased that force by providing for additional clerkships of the several classes named, but by providing for the employment of clerks, some at salaries above the highest, others at salaries below the lowest, compensation allowed for any of those classes.

Few of the places in the Departments requiring technical qualifications are appropriated for directly as such by Congress, and appointments to these places are made under the title of clerk or copyist. In some Departments the technical and scientific places are appropriated for in lump sums. The result is that the salaries of many places requiring a high degree of education are lower than are paid to clerks, watchmen, and laborers. As an instance, there is mentioned an examination recently held for the position of medical clerk and translator at \$720 per annum. The subjects of the examination embraced translation of medical German, French, Italian, and Spanish, technical bibliographic work in medical zoology, medical and zoological



terminology and nomenclature, and experience. Other positions requiring technical, scientific, or professional qualifications for which low salaries are being paid are law clerks, \$900; nautical experts, \$1,000; assistants in soil survey, \$720; assistants in road-material laboratory, \$600; architectural and topographic draftsmen, \$840; civil engineers, \$1,000; assistant ethnologists, \$600, and assistant surgeons, \$900.

It is manifest that the Government can not secure persons of the best qualifications for places requiring highly technical attainments at these inadequate salaries. These places should be appropriated for with designations and salaries corresponding to the duties to be performed. The contrast is great when these positions and their salaries are considered in connection with those of messengers, watchmen, plumbers, carpenters, etc., with salaries from \$720 to \$1,200.

There is also a growing tendency to fill all merely clerical positions with persons having special qualifications, such as stenography, typewriting, or bookkeeping. The salaries paid to such persons just entering the service range from \$720 to \$1,200 per annum. More than half are appointed at salaries of \$900 or less per annum. In offices where the lower salaries are paid promotions are slow and transfers therefrom frequent.

The inequalities referred to prevail throughout the civil service. An attempt should be made to secure uniformity among the different branches of the service, to make compensation correspond to duties uniformly in the Government service, so that compensation will be uniform for doing work of the same kind.

The following statements, covering the Departments and offices at Washington, D. C., are taken from the Official Register for 1901 and show the great variation in salaries of positions similar in designation. Where the designation indicates a combination of the duties of a higher with those of a lower class the place is counted with the higher. Technical places are omitted.

*Chiefs of divisions.<sup>a</sup>*

Annual salary.	Number employed.	Annual salary.	Number employed.
\$4,500.....	1	\$2,200.....	3
4,000.....	3	2,100.....	11
3,500.....	4	2,000.....	119
3,000.....	7	1,900.....	1
2,750.....	4	1,800.....	25
2,700.....	1	1,600.....	1
2,500.....	28		
2,250.....	7		215

<sup>a</sup>Chiefs and assistant chiefs of technical divisions, where their title indicated that fact, were not included.

*Assistant chiefs of divisions.<sup>a</sup>*

Annual salary.	Number employed.	Annual salary.	Number employed.
\$2,700.....	1	\$1,600.....	2
2,500.....	2	1,600.....	1
2,400.....	1	1,400.....	2
2,250.....	2	1,200.....	2
2,100.....	1		
2,000.....	22	Total.....	64
1,800.....	28		

<sup>a</sup>Chiefs and assistant chiefs of technical divisions where their title indicated that fact were not included.

*Clerical places.<sup>a</sup>*

Annual salary.	Number em- ployed.	Annual salary.	Number em- ployed.
\$2,200.00.....	1	\$900.00.....	857
2,000.00.....	4	860.00.....	1
1,800.00.....	514	840.00.....	175
1,650.00.....	2	800.00.....	4
1,600.00.....	757	780.00.....	2
1,575.00.....	2	740.00.....	1
1,500.00.....	2	720.00.....	155
1,496.52.....	1	700.00.....	9
1,400.00.....	1,111	660.00.....	6
1,300.00.....	1	600.00.....	8
1,257.12.....	1	Per month, from \$25 to \$166.66 $\frac{1}{2}$ , 26	
1,200.00.....	2,093	different salaries.....	158
1,100.00.....	3	Per diem, \$2.25 to \$6.40.....	49
1,080.00.....	1	Per hour, 28 $\frac{1}{2}$ to 58 cents.....	16
1,000.00.....	1,272	Total.....	7,207
975.00.....	1		

<sup>a</sup>Stenographers and typewriters, mostly classed as clerks, are included.

*Messengers and assistant messengers.*

Annual salary.	Number em- ployed.	Annual salary.	Number em- ployed.
\$1,200.....	4	\$450.....	3
1,000.....	1	Per month, 1 at \$25, 1 at \$20.....	2
900.....	2	Per diem, various salaries.....	5
840.....	150	Per hour, various salaries.....	12
720.....	279	Total.....	489
660.....	12		
600.....	19		

*Watchmen.*

Annual salary.	Number em- ployed.	Annual salary.	Number em- ployed.
\$900.....	1	Per month, various salaries.....	25
840.....	6	Per diem, various salaries.....	3
720.....	310	Per hour, various salaries.....	32
660.....	4	Total.....	385
600.....	4		

The following is given as a suggestion for classification of positions according to duties performed, by grades indicating the character of such duties. Each grade could be divided into a senior and junior grade, which would allow any position to be properly classified.

GRADE A.—Executive positions: Chief clerks, chiefs of division, their assistants, etc.

GRADE B.—Technical positions: Civil and electrical engineers, superintendents of construction, architectural designers, draftsmen, mechanics, patent examiners, nautical experts, etc.

GRADE C.—Professional positions: Attorneys, law clerks, physicians, veterinarians, etc.

GRADE D.—Scientific positions: Physicists, chemists, biologists, zoologists; agrostologists, computers, and all other scientific experts or investigators.

GRADE E.—Librarians, editors, editorial clerks, cataloguers, proof readers, statisticians, translators, etc.

GRADE F.—Executive clerks: All clerks acting as chiefs of sections or engaged on work requiring original thought, research, or investigation, disbursing clerks, custodians of buildings, etc.

GRADE G.—Clerks: All clerical assistants engaged on work requiring care, judgment, and accuracy, including stenographers, typewriters, bookkeepers, etc.

GRADE H.—Writers or copyists: All clerical assistants engaged upon routine work.

GRADE I.—Trades positions: Compositors, pressmen, bookbinders, engineers, firemen, carpenters, plumbers, etc.

GRADE J.—Watchmen, messengers, elevator conductors, and other low-grade positions involving personal responsibility.

GRADE K.—Skilled laborers.

### SUPERANNUATION IN THE CIVIL SERVICE.

This question has been discussed by the Commission at pages 14–17 and page 89 of the Sixteenth Report, pages 330–332 of the Seventeenth Report, pages 144–150 of the Eighteenth Report, and at pages 24–29 of this report.

Various bills have been introduced into Congress during the past few years dealing with this problem. Among them are the following:

H. R. 5174, Fifty-fifth Congress, second session. Introduced by Mr. Tawney December 16, 1897. A bill to increase the efficiency of the public service by optional and compulsory retirement of superannuated and disabled Government employees, and for the creation of a fund for the retirement of such employees.

H. R. 15, Fifty-sixth Congress, first session. Introduced by Mr. Brosius December 4, 1899. A bill for the retirement of Government employees in the classified civil service.

S. 2748, Fifty-sixth Congress, first session. Introduced by Mr. Hansbrough January 30, 1900. A bill to provide for a voluntary retirement fund in the several Executive Departments.

H. R. 8347, Fifty-sixth Congress, first session. An amendment proposed by Senator Gallinger February 23, 1900, to the legislative, executive, and judicial appropriation bill, providing for a retirement fund.

H. R. 7476, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, December 19, 1901. A bill for the retirement of Government employees in the classified civil service without cost to the Government.

H. R. 8741, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, January 30, 1902. A bill for the appointment of a superannuation commission.

H. R. 10071, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, January 24, 1902. A bill to prevent superannuation in the civil service.

H. R. 10155, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, January 27, 1902. A bill for the retirement of Government employees in the classified civil service and the establishment of a retirement bureau.

H. R. 10384, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, January 30, 1902. A bill to prevent superannuation in the classified civil service.

H. R. 14249, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, May 7, 1902. A bill for the retirement of Government employees in the classified civil service without cost to the Government.

H. R. 14250, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, May 7, 1902. A bill to prevent superannuation in the classified civil service and to create a retirement fund for employees.

H. R. 14352, Fifty-seventh Congress, first session. Introduced by Mr. Schirm May 12, 1902. A bill to provide for the retirement of certain letter carriers and postal clerks, and regulate the pay of the same.

None of these bills has passed.

As of aid to those interested in the solution of this problem, the Commission *presents below* (see p. 183) a bibliography of recent literature upon the subject

of superannuation and civil-service pensions, compiled from information available in the Library of Congress and furnished to the Commission by the courtesy of the Librarian; also certain tables showing the annual assessments, beginning with various ages, necessary to provide pensions to commence at the age of 70, and the percentage deductions from salaries necessary to provide such pensions, under various conditions. These tables were prepared by actuaries employed by the United States Civil Service Retirement Association, and extracts from the annual report of the president of that association and from the letter to the actuaries furnishing the information upon which the tables are based, are also presented as further explaining the tables:

[Extract from report of president of United States Civil Service Retirement Association, submitted May 15, 1902.]

There was, however, a resolution passed by the United States Senate on February 15, 1901, calling upon the heads of Departments and independent bureaus for the age, salary, and length of service of those whose salaries were continuous. The replies to this resolution were not received until November, 1901, and were then found to be unavailable for the purpose of this association or of the actuaries.

We then had printed 20,000 cards calling for the age, salary, and length of service of those in the classified service, which, through the kindness of heads of the Departments and independent bureaus were circulated, filled up, and returned to us. The last of these cards were not received until January 15, 1902. As soon as the cards commenced to be returned Messrs. Faunce and Caldwell of your committee immediately took charge of the assorting and arranging of them by length of service. They were assisted from time to time by others of the committee as well as by volunteers from our fellow-employees, who worked faithfully from 7 o'clock p. m. to 11 and 12 o'clock p. m. When these cards were arranged the tabulation of the data thereon was immediately commenced and continued by the same persons until finished. There are 15,866 cards on file in our rooms at 1424 New York avenue. The tabulating of these cards in the following forms: First, by number of employees and salaries; second, by age and salaries; third, by years of service and salaries, has been no small task. The fact that in the District of Columbia alone there are 458 different salaries paid to the employees in the classified civil service will doubtless prove a surprise to you as it did to us and augmented the labors of your committee accordingly. \* \* \*

The youngest age at which any person now in the service entered is 10 years. The eldest person in the service is 89 years of age. The youngest is 15. The smallest salary is \$156.50 and the largest \$6,000 per annum. The longest service of any person is 66 years and his age 87. The number of employees receiving \$156.50 to \$600 per annum is 1,679 and the amounts of salaries is \$815,208.09.

[Extract from letter of March 25, 1902, from the United States Civil Service Retirement Association to Arthur R. Grow, actuary.]

It is our desire, if practicable, to evolve a system of retirements and annuities for employees in the classified civil service of the Government on the general lines here presented.

#### WHO TO BE RETIRED.

1. Those who have reached or shall reach the age of 70.
2. Those who, having served ten years or more, irrespective of age, shall be or become permanently incapacitated.

#### AMOUNT TO BE PAID ON RETIREMENT.

1. One-sixtieth of the average annual salary for the last ten years of service preceding retirement for each year of service.
2. One-sixtieth of the average annual salary for total period of service, if said total period of service be less than ten years, for each year of service.
3. No annuity, however, to be less than 25 per cent of such average salary or less than \$300 per annum.
4. No annuity to be based on more than 40 years of service—that is, no term of

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service over forty years shall be considered, for the purposes of this act, as more than 40 years. This, of course, limits the maximum annuity that may be paid to forty-sixtieths or two-thirds of the average salary as determined above.

5. All salaries over \$2,000 per annum to be considered, for all the purposes of this act, as salaries of \$2,000 per annum.

### REFUNDS.

All amounts deducted from salaries of employees for the maintenance of this retirement fund to be refunded to said employees on their separation from the service of the Government from any cause, to their heirs in case of death.

### WHEN ACT SHALL TAKE EFFECT.

1. With respect to assessments on salaries, the act to take effect the month following the passage of said act.

2. With respect to payments of annuities, the act to take effect one year after the passage of said act.

### ASSESSMENT OF RETIRED EMPLOYEES DURING FIRST TEN YEARS OF OPERATION OF SYSTEM.

All persons retired within ten years after the passage of this act shall pay back into the retirement fund the same per centum of their retired pay as shall be assessed upon the salaries of those remaining in the service.

### QUERIES.

1. What percentage of assessment on salaries will create a fund that will establish and maintain a retirement system embodying the above features?

NOTE.—The total number of classified civil-service employees in Washington is 15,846.

The aggregate of salaries paid these 15,846 employees is \$18,059,994.76. The average salary is \$1,139.719+. The aggregate of salaries, for purposes of computation in connection with this act, is \$17,799,304.27. This arises from the fact that for the purposes of this act no salary is to be regarded as greater than \$2,000, and of the total number of 15,846 employees in Washington there are 785 who draw \$2,000 and over, their salaries aggregating \$1,830,690.49, the difference between which and \$1,570,000 (the compensation of the 785 calculated at \$2,000 per annum) should be deducted from the whole amount of salaries paid in Washington. This gives \$17,799,304.27, as above.

2. How will such percentage be affected by postponing the commencement of payment of annuities until two years after the passage of the act? Until three years after? Until four years after? Until five years after?

3. How will each of the percentages as determined above be affected by the elimination of the provision for refunds to employees in case of separation from the service?

4. How will said percentages be affected by retaining in the bill a provision to refund in case of death, but eliminating the provisions for refunds in other cases of separation from the service?

5. What additional assessment would be necessary to provide for the voluntary retirement of those employees who have reached ages from 65 to 69, inclusive, and who have served forty years?

NOTE.—Among the employees in Washington there are 19 such, and as it is impossible to ascertain how many of these would take advantage of such a provision for voluntary retirement, it would be necessary, in order to make a safe computation, to regard the whole number, or at least a large percentage of them, as likely to retire voluntarily. The salaries of these 19 employees aggregate \$28,396.64.

6. What additional assessment would be necessary to provide for the voluntary retirement of those employees who have reached ages from 65 to 69, inclusive, and who have served thirty-five years?

NOTE.—Among the employees in Washington there are 109 such, and their salaries aggregate \$157,617.78.

We have no data at hand showing how many of the force at Washington are at present incapacitated and subject to retirement for this reason, and there is of course no way of ascertaining how many will become incapacitated from time to time.

# NINETEENTH REPORT OF CIVIL SERVICE COMMISSION. 179

[Tables submitted by Actuaries A. R. Grow and Arthur Hunter in connection with their report to the United States Civil Service Retirement Association in response to the above.]

Annual assessment to secure a pension equal to one-sixtieth part for each year of service of the average annual salary for the last ten years of service preceding retirement, but in no case is the pension to be more than two-thirds of such average annual salary or less than 25 per cent with a minimum of \$300 per annum. The assessment is payable from age at entry to the age preceding that in which the pension begins, unless such term of years is less than ten, in which case the assessment is payable for ten years from date of entry, and the pension begins ten years from present age. The pension is to commence at ages specified below, and is based on British Government experience with annuitants' table, with 2½ per cent interest.

Age.	Pension to commence at age 70.		Pension to commence at age 65.	
	Assessment.	Pension.	Assessment.	Pension.
16 years or less	\$139	\$933	\$188	\$933
17 years	141	933	192	933
18 years	144	933	196	933
19 years	147	933	200	933
20 years	150	933	205	933
21 years	153	933	209	933
22 years	156	933	214	933
23 years	159	933	219	933
24 years	163	933	225	933
25 years	166	933	230	933
26 years	170	933	230	910
27 years	174	933	230	887
28 years	178	933	230	863
29 years	183	933	230	840
30 years	187	933	230	817
31 years	187	910	230	793
32 years	187	887	230	770
33 years	187	863	230	747
34 years	187	840	230	723
35 years	187	817	230	700
36 years	187	793	230	677
37 years	187	770	230	654
38 years	187	747	230	630
39 years	187	723	230	607
40 years	187	700	230	584
41 years	187	677	230	561
42 years	187	654	230	537
43 years	187	630	230	514
44 years	187	607	230	491
45 years	187	584	230	468
46 years	187	561	230	444
47 years	187	537	230	421
48 years	187	514	230	398
49 years	187	491	230	375
50 years	187	468	230	351
51 years	187	444	247	350
52 years	187	421	266	350
53 years	187	398	288	350
54 years	187	375	314	350
55 years	187	351	346	350
56 years	200	350		
57 years	216	350		
58 years	234	350		
59 years	255	350		
60 years	281	350		

Present age.	Pension to commence at age.	Assessment.	Pension.
61 years	71	\$269	\$350
62 years	72	258	350
63 years	73	247	350
64 years	74	236	350
65 years	75	225	350
66 years	76	214	350
67 years	77	203	350
68 years	78	193	350
69 years	79	184	350
56 years	66	332	350
57 years	67	318	350
58 years	68	305	350
59 years	69	293	350

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**EXHIBIT A.**—*Percentage of annual salary to secure a pension equal to one-sixtieth part of the average salary ten years prior to time of retirement for each year of service, the pension to commence at age 70.*

[No pension is to be greater than two-thirds of such average salary, or less than 25 per cent.]

Age.	Percentage of annual salary without return of contributions either at death or withdrawal.	Percentage of annual salary with return of contributions at death only.	Percentage of annual salary with return of contributions either at death or withdrawal.
	(a)	(b)	(c)
15 years	1.57	1.91	3.74
16 years	1.67	2.04	3.87
17 years	1.77	2.18	3.99
18 years	1.88	2.33	4.13
19 years	1.99	2.49	4.26
20 years	2.12	2.67	4.42
21 years	2.23	2.83	4.55
22 years	2.36	3.00	4.68
23 years	2.51	3.23	4.89
24 years	2.63	3.41	5.01
25 years	2.80	3.66	5.21
26 years	2.99	3.94	5.44
27 years	3.18	4.23	5.67
28 years	3.41	4.57	5.95
29 years	3.62	4.89	6.19
30 years	3.86	5.25	6.45
31 years	4.01	5.49	6.61
32 years	4.17	5.75	6.75
33 years	4.32	6.00	6.88
34 years	4.48	6.26	7.02
35 years	4.65	6.53	7.17
36 years	4.81	6.79	7.31
37 years	4.97	7.05	7.45
38 years	5.14	7.32	7.61
39 years	5.29	7.56	7.75
40 years	5.44	7.78	7.90
41 years	5.58	7.99	8.05
42 years	5.72	8.18	8.21
43 years	5.85	8.35	8.35
44 years	5.98	8.52	8.52
45 years	6.11	8.67	8.67
46 years	6.24	8.83	8.83
47 years	6.37	8.98	8.98
48 years	6.52	9.15	9.15
49 years	6.67	9.31	9.31
50 years	6.83	9.49	9.49
51 years	6.97	9.62	9.62
52 years	7.14	9.80	9.80
53 years	7.32	9.97	9.97
54 years	7.51	10.15	10.15
55 years	7.70	10.32	10.32
56 years	8.46	11.23	11.23
57 years	9.34	12.27	12.27
58 years	10.39	13.50	13.50
59 years	11.65	14.95	14.95
60 years	13.19	16.71	16.71
61 years	15.09	18.84	18.84
62 years	17.51	21.52	21.52
63 years	20.67	24.96	24.96
64 years	24.97	29.62	29.62
65 years	31.04	36.10	36.10
66 years	40.25	45.83	45.83
67 years	55.72	62.02	62.02
68 years	86.89	94.40	94.40
69 years	180.83	191.42	191.43

EXHIBIT B.—Percentage of annual salary to secure a pension equal to one-sixtieth part of the average salary ten years prior to time of retirement for each year of service, the pension to commence at age 70, or incapacitation, provided incapacitation occurs ten years after entering the service.

Age.	Percentage of annual salary without re- turn of contri- butions either at death or withdrawal.	Percentage of annual salary with return of contributions at death only.	Percentage of annual salary with return of contributions either at death or withdrawal.
	(d)	(e)	(f)
15 years	2.89	3.39	6.43
16 years	3.09	3.64	6.68
17 years	3.29	3.90	6.91
18 years	3.50	4.17	7.14
19 years	3.72	4.45	7.39
20 years	3.93	4.73	7.61
21 years	4.16	5.03	7.86
22 years	4.40	5.35	8.12
23 years	4.66	5.69	8.40
24 years	4.95	6.08	8.71
25 years	5.30	6.55	9.10
26 years	5.67	7.04	9.51
27 years	6.06	7.49	9.93
28 years	6.49	8.15	10.41
29 years	6.76	8.53	10.61
30 years	7.03	8.91	10.82
31 years	7.27	9.26	10.98
32 years	7.52	9.62	11.15
33 years	7.77	9.98	11.32
34 years	8.03	10.35	11.50
35 years	8.28	10.72	11.67
36 years	8.53	11.07	11.84
37 years	8.77	11.42	12.00
38 years	9.00	11.74	12.17
39 years	9.21	12.04	12.32
40 years	9.39	12.28	12.45
41 years	9.55	12.43	12.57
42 years	9.69	12.65	12.69
43 years	9.79	12.76	12.77
44 years	9.88	12.85	12.85
45 years	9.93	12.88	12.88
46 years	9.98	12.90	12.90
47 years	10.00	12.89	12.89
48 years	10.00	12.84	12.84
49 years	9.95	12.73	12.73
50 years	9.82	12.51	12.51
51 years	9.59	12.17	12.17
52 years	8.22	11.64	11.64
53 years	8.67	10.89	10.89
54 years	8.01	10.15	10.15
55 years	7.70	10.32	10.32
56 years	8.46	11.23	11.23
57 years	9.34	12.27	12.27
58 years	10.39	13.50	13.50
59 years	11.65	14.95	14.95
60 years	13.19	16.71	16.71
61 years	15.09	18.84	18.84
62 years	17.51	21.52	21.52
63 years	20.67	24.98	24.98
64 years	24.97	29.62	29.62
65 years	31.04	36.10	36.10
66 years	40.25	45.83	45.83
67 years	55.72	62.02	62.02
68 years	86.89	94.40	94.40
69 years	180.83	191.43	191.42



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EXHIBIT C.—*Showing the progress of the fund from year to year, the contributions to which are 2 per cent of the annual salary, the pension being \$300 to those members who are now 70 and over; to those less than 70 and more than 60, \$350; but prior to age 60 depending upon length of service and last salary.*

Year.	(1) 2 per cent of salary.	(2) Amount in hand at beginning of year.	(3) Amount paid in pensions.	(4) (2)-(3).	(5) Amount in hand at end of year (4) + inter- est at 2½ per cent.
1.....	\$353,551	\$353,551	\$93,000	\$260,551	\$267,065
2.....	353,551	620,616	108,200	512,416	525,226
3.....	353,551	878,777	125,300	753,477	772,314
4.....	353,551	1,125,865	146,650	979,215	1,003,685
5.....	353,551	1,357,246	167,450	1,189,796	1,219,541
6.....	353,551	1,573,062	198,000	1,375,062	1,409,469
7.....	353,551	1,763,020	223,350	1,539,672	1,578,162
8.....	353,551	1,931,713	250,400	1,681,313	1,723,346
9.....	353,551	2,076,897	283,150	1,793,747	1,838,590
10.....	353,551	2,192,141	312,550	1,879,591	1,926,581
11.....	353,551	2,280,192	508,265	1,771,867	1,816,163
12.....	353,551	2,169,714	576,783	1,592,931	1,632,754
13.....	353,551	1,986,365	639,093	1,347,212	1,380,892
14.....	353,551	1,734,443	689,465	1,044,978	1,071,102
15.....	353,551	1,424,653	715,488	709,165	726,894
16.....	353,551	1,080,445	723,503	356,942	365,866
17.....	353,551	719,417	723,908	— 4,491	— 4,491
18.....	353,551	349,060	718,161	— 369,101	— 369,101
19.....	353,551	— 15,550	702,316	— 717,866	— 717,866
20.....	353,551	— 366,315	682,643	— 1,048,958	— 1,048,958

EXHIBIT D.—*Showing the progress of the fund from year to year, the contributions to which are 2 per cent of the annual salary, the pension being \$300 to those members who are now 70 and over, but to those less than that age depending upon length of service and last salary.*

Year.	(1) 2 per cent of salary.	(2) Amount in hand at beginning of year.	(3) Amount paid in pensions.	(4) (2)-(3).	(5) Amount in hand at end of year + (4) inter- est at 2½ per cent.
1.....	\$353,551	\$353,551	\$93,000	\$260,551	\$267,065
2.....	353,551	620,616	119,686	500,926	513,449
3.....	353,551	866,994	140,604	726,396	744,550
4.....	353,551	1,098,101	163,984	934,117	957,470
5.....	353,551	1,311,021	199,504	1,111,517	1,139,905
6.....	353,551	1,492,866	252,677	1,240,179	1,271,183
7.....	353,551	1,624,734	296,243	1,328,491	1,361,703
8.....	353,551	1,715,254	352,677	1,362,577	1,396,641
9.....	353,551	1,750,192	396,495	1,353,697	1,387,539
10.....	353,551	1,741,090	461,078	1,280,012	1,312,012
11.....	353,551	1,655,563	508,265	1,157,298	1,186,230
12.....	353,551	1,539,781	576,783	962,998	987,073
13.....	353,551	1,340,624	639,093	701,531	719,061
14.....	353,551	1,072,020	689,465	382,555	392,734
15.....	353,551	746,285	715,488	— 80,797	— 80,797
16.....	353,551	385,128	723,503	— 338,385	— 338,385
17.....	353,551	15,166	723,908	— 708,742	— 708,742
18.....	353,551	— 355,191	718,161	— 1,073,352	— 1,073,345
19.....	353,551	— 719,804	702,316	— 1,422,117	— 1,422,117
20.....	353,551	— 1,068,566	682,643	— 1,751,209	— 1,751,209

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## FEATURES OF PREVIOUS REPORTS.

[These reports can be consulted at the principal public libraries.]

The First Report, February 7, 1884, presents at length the facts and explanations respecting the objects, theory, and practical methods of the civil-service act and rules, and the first provisions made for the examinations. It describes the abuses which the act is intended to remedy, the essential vices of the pass-examination system, and the consequences of the spoils system. It explains the nature of competitive examinations, the limits of the classifications, the methods of application and of examination, the selection of examiners, the preservation of the preference given to soldiers and sailors, the subjects for examinations, general and special, marking and grading, the apportionment of appointments, residence, certifying for appointment, the protection against unjust removal afforded to women, the power of removal, promotions, exceptions to the rules, probation, the functions of the Commission, the diminution of Executive patronage, and the breaking up of the class monopoly of patronage. It gives the testimony of heads of departments and offices as to the practical effects of the initial operation of the merit system. It makes suggestions for the more effectual accomplishment of the purposes of the civil-service act. Upon information obtained, it gives conclusions reached in the smaller amounts collected for political purposes from Federal officials, the cessation of menaces, and the discontinuance of assessment collection bureaus.

The Second Report, January 25, 1885, states that the enforcement of the act has been found both practicable and effective for the accomplishment of its purpose, and that only the continuing support of the Executive and moderate appropriations by Congress are needed for the extension of the system. The work done is set forth in detail. The facts and explanations of the First Report are continued in the light of the additional experience. Practical methods, needed precautions, and general results reached are explained at length.

The Third Report, March 10, 1886, states that no need of further legislation has appeared; that no facts have come before the Commission which tend to show that within the year more adherents of one party than of the other have attended the examinations or secured appointments, or that any discrimination has been made on political or religious grounds. The report continues the explanations of the evils of the old system, and of the examinations and rules as remedies, and the results reached. It states the attitude and views of the President and heads of departments. It points out the diminution of office seeking under the change of administration, and of partisan activity on the part of officers. It gives an account of civil-service reform elsewhere than in the national civil service.

The Fourth Report, June 9, 1888, gives the work done in much greater statistical detail than in the previous reports and includes statistics for part of the work from the beginning. On March 1, 1888, the rules had been revised, and this report states at length the reasons for various amendments made. It reviews the subject of promotion regulations, such regulations having been adopted in the New York custom-house and in the War Department. It contains reports of several investigations as to the administration of the law and rules in post-offices and custom-houses where complaints had been made. Questions concerning the legality of certain appointments in the departments are discussed. The practical effects of the act and rules,



the objections to, and the misrepresentations of, the new system are examined. The appendix contains historical matter and the views of heads of departments, post-masters, and customs officials in respect to the enforcement and practical effects of the law and rules. Among other questions this report discusses the wisdom of a rule requiring reasons for removals, the conditions existing in the service prior to the passage of the act, the constitutionality of the act, in what respect the power of removal is limited by the act, and objections to the political associations of officials.

The Fifth Report, February 28, 1889, states the effects of the merit system as shown in promotions, and remarks upon the abuse of transfers from one department to another, the education of those examined, the utility of examinations for promotion, difficulties in maintaining the apportionment of appointments, objections to apportionment by Congressional districts, the law of domicile, the requiring of reasons for dismissals, objections to old classifications (particularly the classification of the Customs service, which is still in force), and the adoption of a uniform departmental classification.

The Sixth Report, November 14, 1889, points out the difficulties resulting from the lack of power to administer oaths, and suggests that the act be amended to permit of placing on the boards of examiners persons not in Government employ. It states that experience has clearly shown that the local boards of examiners should be independent of the appointing officers, and to this end recommends that the law be so amended as to permit this, and that provision be made for marking the papers of all examinations by the central board at Washington. It states that the opening of the registers of eligibles to the public has had a beneficial effect. It speaks of the changes in the rules, the classification of the Railway Mail service, and allowing veterans under the old rule, formerly in the classified service, to be reinstated without reference to the length of time elapsed from the severance of their connection therewith. It reports a number of investigations at various local offices against which there had been charges of wrongdoing, the vigilant watch kept to prevent the violation or evasion of the law, and states that the Commission holds that if in any department or office a very large proportion of the employees is changed the burden of proof should be considered to rest on the official making the change to show that his conduct was proper, and that a failure on his part to establish the necessity for these changes should be held to warrant his dismissal. Accusations against the merit system are answered, and it is held that the examinations are good common-sense business tests.

The Seventh Report, November 20, 1890, states that during the year which it covers the Commission has made examination into the condition of the classified service, and special stress is laid upon certain points developed by this investigation; for instance, that in the classified departmental service only 8 per cent of the appointees of the former administration had been separated from the service during the first year of the succeeding administration, showing that political considerations have practically disappeared as factors in making removals in that service, and that since its enactment the law as a whole had been faithfully and honestly observed in the departments, although two changes of administration had occurred. The operation of the rules in the Postal and Customs service is stated to be satisfactory, and tables are presented showing the removals in detail at each office. The Commission reiterates its belief that where a removal is made the appointing officer should give the accused an opportunity to be heard in defense, and should be required to give the accused a full written statement of his reasons for making the removal, such statement to be made public if the accused desires. The effects of the investigations are commented upon. The wide difference in the eagerness with which positions in the classified service are sought by different States and sections is commented upon. For the first time in a number of years the Southern States generally obtained their *full quotas of appointments*, and this is pointed out as proof of nonpartisanship. It is

shown that the eligible registers are not crowded, there being a good chance of appointment from many of them. The practical character of the questions and tests used in the examinations is again commented on. It urges that the number of excepted places and of those governed by noncompetitive examination could be very greatly reduced. The great improvement brought about by the merit system is shown. Legislation is urged to allow the payment of small sums, by way of compensation, to local boards, and to establish a central board at Washington to mark all papers. The good effects of the investigations held are shown, and it is stated that a jealous eye has been kept upon the efforts of certain individuals and political associations to assess Government employees for campaign purposes. The results of the work in general are also a subject of remark in this report.

The Eighth Report, November 6, 1891, states that several noteworthy steps in advance had been made during the year in the application of the rules to the educational branch of the Indian Service and to Indian physicians, and in revoking the rule which permitted promotion under certain conditions from the unclassified to the classified service. It urges that every "backdoor" entrance to the classified service should be shut and that positions of chiefs of divisions be filled by promotion from the ranks below. The satisfactory working of the law in the Departmental service at Washington and the elimination of political considerations in making appointments are again dwelt upon. The benefit of the merit system to the colored race is pointed out. It is stated that the local offices, as distinguished from the departments and offices at Washington, show less satisfactory results, but that there is a gradual improvement in them. The Commission earnestly recommends the extension of the classified service in various directions as rapidly as it properly can be done. The desirability of legislation to permit the classification of laborers under the civil-service act is presented. The practical character of the questions, the divorcing of the service from politics, and the resulting purification are topics of discussion. The amendment of the law so as to prevent any individual, whether in the Government service or not, from soliciting any Government employee for contributions for political objects is urged.

The Ninth Report, November 1, 1892, states that there has been a very decided increase in the proportion of women to men appointed, and also in the number of women promoted to higher grades in the service over the year next preceding, and calls attention to this fact as probably showing that the prejudice which has heretofore existed to some extent against the appointment of women to the classified service is gradually disappearing, and that when women in the public service have an even chance with the men they win their full share of the more lucrative and responsible positions. This, it is stated, is especially true with reference to those appointed through competitive examinations. The stand taken by the Commission in reference to political assessments this year was of special importance, and the efforts made in securing observance of the law are stated at length. Recommendations made in previous reports are repeated in this. The startling growth of the number of Government employees compared with the growth of population is shown in the tables, and also the faster growth of the classified service. In the appendix of the report is presented historical and descriptive matter showing the growth and extent of the civil service, with remarks upon the authority of appointment and removal, the history of classifications, the salaries of women, and the employment of colored people. An analysis of the official registers is given, showing the numbers employed in the entire service according to sex and salaries, and a statement of the places in the classified service, showing their status, whether filled by examination or not, and the salaries paid. The report also contains a map showing the routes of examinations and the locations of the classified offices away from Washington.

The Tenth Report, November 20, 1893, refers to the action of the President in extending the classified postal service to the remaining 548 free-delivery offices and

to the sweeping removals of employees at several offices before the first examination could be held. The number of excepted places at post-offices is stated to be absurdly great. Attention is called to the evil results of the salary limit to the classified customs service. Mention is made of the Railway Mail Service as an object lesson in civil-service reform. The cost of the Commission is stated to be about a dollar a year for each individual withdrawn from the spoils system. The results of an inquiry into the hours of labor, methods of appointment, tenure of office, etc., in various countries, compared with our own, are given.

The Eleventh Report, November 28, 1894, urges that the practice in the postal service of requiring reasons for removal and an opportunity for defense should be made general. Attention is called to the conviction of offenders against the civil-service act and the efforts to stop political assessments. The appendix gives detailed accounts of investigations of alleged violations of the civil-service law from March 4, 1889, to March 1, 1895; and the information referred to in the Tenth Report concerning the civil service of foreign countries is here given at length.

The Twelfth Report, November, 1895, states the need of a revision of the rules and makes suggestions for the improvement of the service.

The Thirteenth Report, January 30, 1897, shows the growth of the classified service, the economy and efficiency demonstrated by the merit system, and the evil of the tenure-of-office laws. A detailed statement is given of the number of officers and employees in the civil service and their salaries. Comparison is made of the number of Presidential offices in 1876, 1886, and 1896.

The Fourteenth Report, December 31, 1897, continues the showing of demonstrated economy and efficiency resulting from the adoption of civil-service rules and the progress made in promotion regulations. The action of the President in amending the rules to require reasons for removal and an opportunity for defense are commented upon. The evils of the tenure-of-office act and the spoils system are shown by statements of contemporary statesmen in official documents. The decisions of courts bearing upon the civil-service rules are presented, together with a statement of the operation of the act and rules, including investigations.

The Fifteenth Report, November 1, 1898, outlines the attitude of the early Presidents in the exercise of the appointing power, the departure in succeeding administrations from the methods previously followed, and the attempts, culminating in the act of 1883, to restore the earlier practice. Attention is called to the culmination of Spanish misrule in Cuba as emphasizing the value and necessity of a strict adherence to the merit system. The advance made by State and municipal governments in this respect is noted. An account of the colonial governments of the British Empire and of Holland is given. The statement as to the operation of the law and rules is continued.

The Sixteenth Report, January 10, 1900, continues the history of the investigations made touching the enforcement of the rules; treats fully of the question whether solicitation by letter addressed to a public building comes within the provisions of the act relating to assessments; considers the matter of providing for superannuated employees; the stability arising from the small percentage of removals; the extension of the merit system to our insular territories; extracts from debates in Congress, at the time of the passage of the civil-service law, in regard to the evils of political assessments intended to be corrected by the law, the patronage evil, and the control of Congress over appointments.

The Seventeenth Report, December 31, 1900, contains the Philippine civil-service act and an account of the inauguration of the merit system in the Philippine Islands. The subject of promotion regulations is exhaustively treated. The extension of the operation of the civil-service rules to cover the force employed in the Library of Congress and the municipal service of the District of Columbia is recommended. The need for the establishment of a registration system to govern the

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employment of unskilled laborers in the departments and offices is presented. The digest of the decisions of the Commission upon questions arising under the act and rules was revised for this report, which also contains a brief history of the operation of the civil-service rules in each branch of the classified service from the date of its classification.

The Eighteenth Report, May 1, 1902, contains regulations governing the classified civil service, accounts of sundry investigations of violations of the rules and of frauds practiced in examinations, besides the usual statistics of examinations, appointments, and changes in the service. It also contains a discussion by a committee of the National Civil Service Reform League of superannuation in the civil service, and a paper upon the civil service in our new dependencies, reprinted from the Annals of the American Academy of Political and Social Science. This report is chiefly notable, however, as containing a complete compilation of the civil-service rules, special orders, and classifications from May 7, 1883, to August 16, 1902.

The following alphabetical index to some of the most important articles in previous reports is appended for the sake of convenience and reference:

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In Senate Report 659, Fifty-fifth Congress, second session (p. 896 et seq.), will be found much testimony respecting the operation of the civil-service act and rules.

# HISTORICAL REGISTER

## OF THE

### UNITED STATES CIVIL SERVICE COMMISSION.

#### COMMISSIONERS:

JOHN R. PROCTER, Kentucky, *President*.  
 WILLIAM DUDLEY FOULKE, Indiana.  
 JAMES RUDOLPH GARFIELD, Ohio.

A. RALPH SERVEN, *Chief Examiner*.  
 JOHN T. DOYLE, *Secretary*.

*List of Commissioners, chief examiners, and secretaries since 1883.*

Name.	Whence appointed.	Date of oath of office.	Date of retirement.
<b>COMMISSIONERS.</b>			
Dorman B. Eaton .....	New York .....	Mar. 9, 1883	Resigned Apr. 17, 1886.
John M. Gregory .....	Illinois .....	do .....	Resigned Nov. 9, 1885.
Leroy D. Thoman .....	Ohio .....	do .....	Do.
Wm. L. Trenholm .....	South Carolina .....	Nov. 9, 1885	Resigned Apr. 17, 1886.
Alfred P. Edgerton .....	Indiana .....	do .....	Removed Feb. 9, 1889.
John H. Oberly .....	Illinois .....	Apr. 17, 1886	Resigned Oct. 10, 1888.
Charles Lyman .....	Connecticut .....	do .....	Resigned May 24, 1895.
Hugh S. Thompson .....	South Carolina .....	May 9, 1889	Resigned June 23, 1892.
Theodore Roosevelt .....	New York .....	May 13, 1889	Resigned May 5, 1895.
George D. Johnston .....	Louisiana .....	July 14, 1892	Removed Nov. 28, 1893.
John R. Procter .....	Kentucky .....	Dec. 2, 1893	
William G. Rice .....	New York .....	May 16, 1895	Resigned Jan. 19, 1898.
John B. Harlow .....	Missouri .....	May 25, 1895	Resigned Nov. 14, 1901.
Mark S. Brewer .....	Michigan .....	Jan. 19, 1898	Died Mar. 18, 1901.
William A. Rodenberg .....	Illinois .....	Mar. 25, 1901	Resigned Mar. 31, 1902.
William Dudley Foulke .....	Indiana .....	Nov. 15, 1901	
James Rudolph Garfield .....	Ohio .....	Apr. 24, 1902	
<b>CHIEF EXAMINERS.</b>			
Charles Lyman .....	Connecticut .....	May 11, 1883	Apr. 17, 1886. <sup>a</sup>
William H. Webster .....	do .....	Aug. 28, 1886	Died Mar. 23, 1896.
A. Ralph Serven .....	New York .....	June 8, 1896	
<b>SECRETARIES.</b>			
Wm. S. Roulhac .....	North Carolina .....	June 11, 1883	Died Apr. 17, 1884.
Robert D. Graham .....	do .....	Apr. 25, 1884	Resigned Sept. 15, 1886.
John T. Doyle <sup>b</sup> .....	New York .....	Sept. 15, 1886	

<sup>a</sup> Appointed Commissioner.

<sup>b</sup> Mr. Doyle was appointed stenographer to the Commission March 9, 1883, and promoted upon appointment by the President from that position to secretary.



# STATISTICAL INFORMATION.

## I. EXAMINATIONS.

TABLE 1.—The number of examinations held for the Departmental (including Railway Mail and Indian) and Government Printing services, and for the Philippine Service, the number of competitors, and the number that passed and that failed, in each State and Territory, during the year ended June 30, 1902.

State or Territory.	Number of examinations. <sup>a</sup>			Number of competitors.									
				Departmental and Government Printing services.					Philippine Service.				
				Passed.		Failed.		Total.	Passed.		Failed.		Total.
	Scheduled.	Special.	Total.	Male.	Female.	Male.	Female.		Male.	Female.	Male.	Female.	
Alabama	6	14	20	47	8	45	6	106			2		2
Alaska													1
Arizona	3	12	15	8		3	1	12			46		89
Arkansas	8	5	13	33	5	29	1	67			1		3
California	11	72	83	197	82	145	15	439	42		4	1	49
Colorado	10	44	54	141	20	54	9	224	11	6	16	6	39
Connecticut	5	22	27	41	7	30	1	79	1		4		5
Delaware	3	9	12	14	1	16	4	35	1		1	4	6
District of Columbia	40	177	217	1,506	989	595	1,097	4,187	72	11	85	12	180
Florida	6	13	19	57	5	26	3	91	2		9		4
Georgia	6	30	36	141	23	128	9	301	5		2		14
Hawaii	4	3	7	13	5	8	5	31	2		4	1	7
Idaho	3	5	8	23	2	8		33			2		2
Illinois	13	77	90	269	72	189	37	567	6	6	43	3	78
Indiana	10	44	54	234	46	88	18	386	6	1	21	3	31
Indian Territory		2	2										
Iowa	12	40	52	122	49	64	16	251	3		7		10
Kansas	11	50	61	161	27	97	13	298			3		3
Kentucky	9	21	30	84	13	64	15	176	9		9		18
Louisiana	6	13	19	91	94	50	17	252	2		2		4
Maine	6	20	26	46	6	27	3	82	1		2		3
Maryland	4	26	30	112	32	78	23	245	5	1	5		11
Massachusetts	11	71	82	254	38	149	18	450	43		52		95
Michigan	14	31	45	160	32	81	15	238	9	1	17	2	29
Minnesota	9	45	54	66	8	71	14	150	20		22	1	43
Mississippi	5	6	11	27	6	8	1	42	2		5		7
Missouri	12	48	60	245	50	135	23	453	8	1	21	1	31
Montana	9	32	41	44	4	47	4	96	2		12		7
Nebraska	8	35	43	108	29	90	25	252	3	2	12	1	18
Nevada	3	7	10	13	2	5		20	1				1
New Hampshire	4	6	10	17	6	17	2	42			1		1
New Jersey	5	9	14	48	2	51	5	106	2		3		5
New Mexico	4	8	12	10	4	6	3	23	2				2
New York	23	152	175	635	100	408	57	1,200	65	5	76	3	149
North Carolina	10	20	30	81	10	39	6	136	1		7		8
North Dakota	7	13	20	27	8	15	4	54	2		2		4
Ohio	13	81	94	336	71	147	34	558	21	5	32	9	67
Oklahoma	3	24	27	27	15	28	11	81	1		1		2
Oregon	5	21	26	41	17	27	7	92	1	1	6	1	9
Pennsylvania	14	120	134	512	94	284	48	998	19	1	31	1	52
Philippine Islands		2	2			1		3					
Porto Rico	5	8	13	40	1	33		74					
Rhode Island	4	17	21	24	6	22	8	60	3		4		7
South Carolina	6	11	17	57	8	39	4	108	2		1		3
South Dakota	9	26	35	28	17	28	6	79					
Tennessee	13	55	68	104	23	86	9	222	12		29		41
Texas	15	27	42	176	6	78	3	263	3		10		13
Utah	4	10	14	48	7	29	2	86	1				1
Vermont	6	8	14	17	2	6	1	26			2		2
Virginia	6	44	50	69	9	54	11	143	5		5		10
Washington	8	44	52	89	10	78	8	185	7	7	15	6	35
West Virginia	7	6	13	66	4	27	1	98			1		1
Wisconsin	8	36	44	75	36	43	18	172	6		15		21
Wyoming	3	7	10	14	6	5	3	28					
Total educational	429	1,729	2,158	6,800	2,117	3,881	1,643	14,441	429	48	639	55	1,171
Noneducational:													
Engineer Department at large				2,059	2	47		2,108					
Government Hospital for the Insane				181	100	29	3	313					
Light-House Service				903	7	93	1	1,004					
Marine-Hospital Service				373	2	25		400					
Ordnance Department at large				1,138		37		1,175					
Secret Service				4				248					
Miscellaneous				1,955	154	330	11	2,450					8
Total noneducational				6,613	285	805	15	7,698	3				8
Aggregate				13,413	2,382	4,686	1,658	22,139	432	48	639	55	1,179

<sup>a</sup>Includes examinations for transfer and promotion.



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TABLE 2.—The number of persons examined for the Departmental (including passed and that failed, and their legal

	Legal residence.	Departmental service.											Railway Mail.					
		Clerk.					Special.											
		Passed.		Failed.		Total.	Passed.		Failed.		Total.							
		Male.	Female.	Male.	Female.		Male.	Female.	Male.	Female.	Passed.	Failed.	Total.					
1	Alabama	26	11	12	7	56	45	5	42	6	98	1		1				
2	Alaska						1		2	3	3							
3	Arizona	4				4	13	9	3		25	5	2	7				
4	Arkansas	17	9	6		32	28	1	16		45							
5	California	49	18	11	2	80	198	70	125	12	405							
6	Colorado	15	8	4	4	31	139	15	51	6	211							
7	Connecticut	17	11	5	1	34	66	1	33	2	102							
8	Delaware						24	3	16	5	48							
9	District of Columbia	2		1		3	428	394	169	600	1,057							
10	Florida	10	10	4		26	55		21	4	80	18	13	31				
11	Georgia	36	29	11	6	82	153	10	129	13	305							
12	Hawaii	8		2		10	1	4	3	5	13	1	2	3				
13	Idaho	3	1			4	5	17	6	6	1	30	10	3	13			
14	Illinois	118	65	32	12	227	282	30	175	24	520							
15	Indiana	101	30	32	16	179	190	14	90	19	313							
16	Indian Territory					2					2	8	4	12				
17	Iowa	49	36	12	6	103	106	11	63	12	192							
18	Kansas	81	19	23	7	130	146	19	86	11	262							
19	Kentucky	55	19	17	14	105	81	4	62	11	158							
20	Louisiana	14	4	7	2	27	68	90	33	14	205	8	9	17				
21	Maine	19	9	5	4	37	56	4	29	2	91							
22	Maryland	2	1			3	180	71	103	95	429							
23	Massachusetts	71	31	15	3	120	259	13	146	17	435							
24	Michigan	68	29	20	12	129	197	14	90	11	312							
25	Minnesota	17	17	6	8	48	93	6	59	7	165							
26	Mississippi	31	9	8	2	50	26	1	20	4	51							
27	Missouri	62	24	17	5	108	162	22	82	21	287							
28	Montana	3	2	1		6	24	4	18	1	47	18	7	25				
29	Nebraska	27	18	12		57	81	20	53	17	171							
30	Nevada					1	13	2	4		19	4	1	5				
31	New Hampshire	17	6	6	2	31	15	1	15		31							
32	New Jersey	23	11	10	10	54	115	3	65	5	188							
33	New Mexico		3			3	13	8	6	5	32	5		5				
34	New York	226	87	69	18	400	691	48	383	59	1,181							
35	North Carolina	31	20	17	8	76	143	6	59	11	219							
36	North Dakota	5	4			9	6	3	9	2	20	14	4	18				
37	Ohio	152	70	31	17	270	307	25	148	30	510							
38	Oklahoma	3	1	1		5	21	16	12	4	53	17	11	28				
39	Oregon	15	3		1	19	56	9	25	4	94							
40	Pennsylvania	159	89	48	27	323	548	47	275	40	905							
41	Philippine Islands																	
42	Porto Rico	11	1	11		23	23		21		44							
43	Rhode Island	7	4	1	3	15	37	1	19	4	61							
44	South Carolina	37	13	16	5	71	50	2	35	2	89							
45	South Dakota	6	6	3	3	18	33	14	13	1	61							
46	Tennessee	41	25	14	6	86	73	6	60	6	145							
47	Texas	32	11	14	2	59	104	6	42	1	153	80	40	120				
48	Utah	10	2	8		20	19	3	9	2	33	20	11	31				
49	Vermont						20	1	10	1	32							
50	Virginia	1		3	1	5	238	83	125	97	543							
51	Washington	22	6	7	4	39	79	8	51	5	143	14	9	23				
52	West Virginia	22	16	11	8	57	39	8	29	11	87	35	3	38				
53	Wisconsin	27	34	14	7	82	101	13	34	8	156							
54	Wyoming	1	3	1	2	7	15	1	4	1	21							
	Total	1,754	826	552	237	3,369	5,853	1,165	3,179	1,285	11,482	258	119	377				

# NINETEENTH REPORT OF CIVIL SERVICE COMMISSION. 199

*Railway Mail and Indian) and Government Printing services, the number that residence, during the year ended June 30, 1902.*

Departmental service.						Government Printing service.						Summary.								
Indian.					Aggregate.						Aggregate.						Aggregate.			
Passed.		Failed.		Total.		Passed.		Failed.		Total.		Passed.		Failed.		Total.				
Male.	Female.	Male.	Female.			Male.	Female.	Male.	Female.			Male.	Female.	Male.	Female.					
	6	1		7	162	5		1	3	9	77	22	56	16		171	1			
					3												2			
					37												3			
					80												37			
6	8	13	1	3	514	5		4		9	50	12	27			89	4			
7	5	6	3	29	263					5	257	96	150	16		519	5			
					136	5				6	164	28	61	14		267	6			
					51	1				1	88	12	38	4		142	7			
2				2	1,664	115	18	6	4	143	247	3	17	5		52	8			
	3		1	4	138	2				2	545	415	176	671		1,807	9			
	1			1	387	8		3		11	85	11	38	6		140	10			
					26	2		2		4	197	39	143	19		398	11			
					52						12	4	9	5		30	12			
11	2			4	797	38	2	2	3	45	30	9	12	1		52	13			
12	19	12	8	50	539	21	1	1		23	449	125	221	47		842	14			
	21	7	7	47	16						324	66	130	42		562	15			
											9	1	6			16	16			
14	7	22	2	45	340	20	2	1	2	25	189	56	98	22		365	17			
24	30	18	8	80	472	9	1	1		11	260	69	128	26		483	18			
5	3	3		11	274	9	1	3		13	150	27	85	25		287	19			
					250	4		1		5	94	95	50	16		255	20			
	1			1	129	9	1			10	84	15	34	6		139	21			
2	3	4	3	12	445	64	1	7		72	228	76	115	98		517	22			
1	2	1	1	5	560	37	9	3	4	53	368	55	165	25		613	23			
7	8	3	1	19	460	23		3		26	235	51	116	24		486	24			
2	1	21	3	27	240	8		2		10	120	24	88	18		250	25			
					102	6				7	63	11	29	6		109	26			
7	4	16	8	35	430	14	2	1		17	245	52	116	34		447	27			
4	1	19	2	26	104	2		1		3	51	7	46	3		107	28			
12	8	28	8	56	284	7	1	1		9	127	47	94	25		293	29			
					26	1				1	18	4	5			27	30			
					63	3		1		4	35	8	22	2		67	31			
					244	12	1	1	2	16	150	16	77	17		290	32			
					41	3				3	21	12	6	5		44	33			
3	10	4	2	19	1,600	61	1	6	3	71	981	146	462	82		1,671	34			
					302	16				17	190	31	78	20		319	35			
					55	2				2	27	10	16	4		57	36			
3	7	6	6	22	802	47	1	4	1	53	509	103	189	54		855	37			
6	9	8	8	31	117	3				3	50	26	32	12		120	38			
5	10	8	4	27	140	1				1	77	22	33	9		141	39			
2	4	12	5	23	1,251	73	3	15	3	94	777	143	350	75		1,345	40			
					67	2				2	36	1	32			69	41			
					77	4	2			8	48	8	20	9		85	42			
					161	11				11	98	15	52	7		172	43			
7	13	16	3	39	118						46	33	32	7		118	44			
3	2	7	2	14	245	8		5		13	125	33	86	14		258	45			
2	4	2		8	340	13		2		15	231	21	100	3		355	46			
1	3	1		5	89	1		1		2	51	8	30	2		91	47			
					32	2		1		3	22	1	11	1		35	48			
5	7	2	2	10	558	20		4	2	26	264	84	134	102		584	49			
	1	14	2	23	228	2				2	117	21	81	11		230	50			
1	2	1		4	186			1		8	104	26	45	19		194	51			
10	9	5	5	29	267	13		4	1	18	151	56	57	21		285	52			
	2	1		3	31						16	6	6	3		31	53			
164	232	272	99	767	15,995	726	48	89	33	896	8,755	2,271	4,211	1,654		16,891	54			

There were also given 5,248 examinations which can not be arranged by legal residence:

	Passed.		Failed.		Total.
	Male.	Female.	Male.	Female.	
Engineer Department at large	2,059	2	47		2,108
Government Hospital for the Insane	181	100	29	8	818
Light-House Service	903	7	93	1	1,004
Marine Hospital Service	373	2	25		400
Ordnance Department at large	1,138		37		1,175
Secret Service	4		244		248

TABLE 3.—The number of persons examined for the Custom-House Service, and the number that passed and that failed, during the year ended June 30, 1902.

Location of office.	First grade.				Second grade.				Third grade.				Specials. <sup>a</sup>				Summary.	
	Passed.		Failed.		Passed.		Failed.		Passed.		Failed.		Passed.		Failed.		Passed.	Failed.
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.		
Baltimore, Md.	28	1	12	44	28	13	171	35	25	148	32	4	169	13	18	23	87	110
Boston, Mass.	152	4	40	197	158	4	6	171	148	1	1	1	169	1	1	72	465	587
Buffalo, N. Y.	10	9	8	18	4	2	3	6	1	1	1	1	2	1	1	11	16	27
Burlington, Vt.	9	1	6	15	2	1	1	3	1	1	1	1	1	1	1	1	11	18
Chicago, Ill.	54	2	25	82	35	3	42	7	37	3	18	18	55	3	30	128	138	179
Cincinnati, Ohio	21	1	9	30	6	1	7	1	3	1	2	2	9	1	34	10	30	40
Cleveland, Ohio.	26	1	10	38	6	1	4	1	13	1	1	1	16	1	13	27	34	47
Detroit, Mich.	8	1	5	14	4	1	5	1	13	1	1	1	16	1	7	7	27	35
Honolulu, H. I.	32	1	20	53	15	8	23	3	30	1	11	11	48	1	9	74	74	115
New Orleans, La.	12	1	24	37	15	3	18	1	36	1	1	1	23	7	5	66	66	100
Newport News, Va.	24	1	12	37	37	1	1	1	1	1	1	1	2	1	1	43	43	26
New York, N. Y.	420	104	104	524	1,020	133	1,102	1	985	70	166	166	1,151	37	68	13	2,471	2,942
Philadelphia, Pa.	72	1	33	106	81	15	96	1	6	6	2	2	110	1	105	2	230	318
Plattsburgh, N. Y.	4	1	4	8	6	1	6	1	6	1	1	1	8	1	1	11	11	17
Portland, Oreg.	15	1	8	24	6	1	6	1	18	1	1	1	18	1	1	8	40	48
Port Townsend, Wash.	30	1	10	40	2	2	2	4	18	2	4	4	49	8	6	14	55	69
St. Louis, Mo.	17	3	8	28	3	5	8	3	3	3	2	2	5	1	7	27	35	48
St. Paul, Minn.	3	1	4	8	4	4	4	1	3	1	1	1	6	1	1	8	27	35
San Francisco, Cal.	99	2	18	119	40	4	41	1	28	1	3	3	32	1	1	170	222	268
San Juan, P. R. <sup>b</sup>	13	1	17	30	21	3	24	1	9	1	1	1	11	1	1	45	45	66
Tampa, Fla.	2	1	1	3	1	1	1	1	3	1	1	1	3	1	1	5	5	6
Total for principal offices	1,043	17	378	1,442	1,453	204	1,657	1,458	15	278	7	1,751	57	88	145	4,043	952	4,965
For other offices	253	2	121	379	17	2	19	60	6	7	1	74	52	8	60	380	142	532
Grand total	1,296	19	499	1,821	1,470	206	1,676	1,518	21	285	1	1,825	109	96	205	4,423	1,094	5,527

<sup>a</sup>See Table 7 for kinds of examination.<sup>b</sup>Of the 66 competitors at San Juan, 51 were given the examination in Spanish: First grade, 10 passed, 11 failed; second grade, 18 passed, 2 failed; third grade, 9 passed, 1 failed.

TABLE 4.—The number of persons examined for the Internal-Revenue Service, and the number that passed and that failed, during the year ended June 30, 1902.

Location of office.	Passed.		Failed.		Total.	Location of office.	Passed.		Failed.		Total.
	Male.	Female.	Male.	Female.			Male.	Female.	Male.	Female.	
Albany, N. Y.	6		1		7	Louisville, Ky.	162	2	217	2	383
Alexandria, Va.	6		4		10	Madison, Wis.	4		3	1	8
Asheville, N. C.	2		1		3	Milwaukee, Wis.	5		3		8
Atlanta, Ga.	3		4		7	Nashville, Tenn.	3		6		9
Austin, Tex.	1		2	2	5	Newark, N. J.	1				1
Baltimore, Md.	21		12		33	New Orleans, La.	1		7		8
Birmingham, Ala.	2		6		8	New York, N. Y.:					
Boston, Mass.	9		3		12	Second district	18	2	6		26
Bristol, Tenn.	3		3		6	Third district					
Brooklyn, N. Y.	11		7		18	Omaha, Nebr.	3		1		4
Burlington, Iowa.	2		1		3	Owensboro, Ky.	6	1	9		16
Camden, N. J.	3		10		13	Parkersburg, W. Va.	2				2
Chicago, Ill.	8		4		12	Peoria, Ill.	38		19		57
Chillicothe, Ohio.	9				9	Philadelphia, Pa.	8		5		13
Cincinnati, Ohio.	11		2		13	Pittsburg, Pa.	24	1	20		45
Cleveland, Ohio.		1	1		2	Portland, Ore.	4				4
Columbia, S. C.	4				4	Portsmouth, N. H.	2				2
Covington, Ky.	14		2		16	Raleigh, N. C.	2		1		3
Dallas, Tex.	1				1	Richmond, Va.	1				1
Danville, Ky.	27		19		46	Rochester, N. Y.	6				6
Denver, Colo.	1				1	Sacramento, Cal.	1	4		1	6
Detroit, Mich.	19		11		30	St. Louis, Mo.	3			1	4
Dubuque, Iowa.	2		1		3	St. Paul, Minn.	6				6
East St. Louis, Ill.			2		2	Salt Lake City, Utah.	3		1		4
Grand Rapids, Mich.	3				3	San Francisco, Cal.	23		4	1	28
Hartford, Conn.	9		6		15	Santa Fe, N. Mex.	1				1
Jacksonville, Fla.	1				1	Scranton, Pa.	2		1		3
Kansas City, Mo.	3				3	Springfield, Ill.	12	1	9		22
Lancaster, Pa.	8		4		12	Syracuse, N. Y.	1				1
Lawrenceburg, Ind.	30		6		36	Terre Haute, Ind.	22		2		24
Leavenworth, Kans.	1				1	Toledo, Ohio.	3				3
Lexington, Ky.	12		6		18						
Little Rock, Ark.	3		1		4	Total	602	12	433	8	1,055

TABLE 5.—The number of persons examined for the Post-Office Service, and the number that passed and that failed, during the year ended June 30, 1902.

Location of office.	Passed.			Failed.			Aggregate.
	Male.	Female.	Total.	Male.	Female.	Total.	
Albany, N. Y.	11		11	13		13	24
Allegheny, Pa.	14	3	17	11	1	12	29
Atlanta, Ga.	36	2	37	52		52	89
Baltimore, Md.	200	20	220	147	1	148	368
Boston, Mass.	525	28	553	191	6	197	750
Bridgeport, Conn.	20	11	31	11	2	13	44
Brooklyn, N. Y.	367	20	387	305		310	697
Buffalo, N. Y.	183	7	190	71	5	71	261
Camden, N. J.	29		29	41		41	70
Charleston, S. C.	12	2	14	9		9	23
Chicago, Ill.	809	142	951	300	87	387	1,938
Cincinnati, Ohio.	157	14	171	64	2	66	237
Cleveland, Ohio.	181	6	187	85		85	272
Columbus, Ohio.	46	2	48	19		19	67
Dayton, Ohio.	36	1	37	9		9	46
Denver, Colo.	36	4	40	7	1	8	48
Des Moines, Iowa.	20	3	23	8	1	9	32
Detroit, Mich.	119	15	134	59	10	69	203
Duluth, Minn.	9	4	13	27	1	28	41
Elizabeth, N. J.	30		30	34		34	64
Erie, Pa.	15	1	16	25		25	41
Evansville, Ind.	26	4	30	15		15	45
Fall River, Mass.	56	3	59	21		21	80
Grand Rapids, Mich.	37	4	41	11		11	52
Harrisburg, Pa.	42		42	20		20	62
Hartford, Conn.	14		14	10		10	24
Hoboken, N. J.	2		2	6		6	8
Indianapolis, Ind.	99	7	106	54	1	55	161
Jersey City, N. J.	42		42	35		35	77
Kansas City, Kans.	26	7	33	19		19	52
Kansas City, Mo.	44	25	69	44	1	45	114

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TABLE 5.—The number of persons examined for the Post-Office Service, and the number that passed and that failed, during the year ended June 30, 1902—Con.

Location of office.	Passed.			Failed.			Aggregate.
	Male.	Female.	Total.	Male.	Female.	Total.	
Lawrence, Mass	32		32	19		19	51
Los Angeles, Cal	71	9	80	43	1	44	124
Louisville, Ky	35	7	42	55	2	57	99
Lowell, Mass	28		28	20		20	48
Lynn, Mass	33	2	35	15	1	16	51
Manchester, N. H.	14	1	15	18		18	33
Memphis, Tenn.	45	3	48	71	1	72	120
Milwaukee, Wis	70	13	83	116	4	120	203
Minneapolis, Minn	87	5	92	53		53	145
Nashville, Tenn	10	3	13	23		23	36
Newark, N. J.	64	5	69	85		85	154
New Bedford, Mass	26	1	27	24	1	25	52
New Haven, Conn	44	2	46	28		28	74
New Orleans, La	29	5	34	50	4	54	88
New York, N. Y.	906	40	946	538	19	557	1,503
Oakland, Cal	15	2	17	10		10	27
Omaha, Nebr	65	28	93	51	11	62	155
Paterson, N. J.	19		19	15		15	34
Peoria, Ill	41	11	52	37		37	89
Philadelphia, Pa	121	28	149	151	19	170	319
Pittsburg, Pa	82	11	93	113	3	116	209
Portland, Me	20	9	29	17		17	46
Portland, Oreg	4	6	10	6	1	7	17
Providence, R. I.	50	2	52	36	1	37	89
Reading, Pa	76	1	77	22		22	99
Richmond, Va	18		18	19		19	37
Rochester, N. Y.	114		114	52		52	166
Salt Lake City, Utah	14	4	18	19		19	37
St. Joseph, Mo	57	1	58	43	1	44	102
St. Louis, Mo	250	60	310	310	25	335	645
St. Paul, Minn.	51	31	82	56	8	64	143
San Antonio, Tex.	19	17	36	14	2	16	52
San Francisco, Cal	89	16	105	22	1	23	128
Savannah, Ga.	33	1	34	40		40	74
Scranton, Pa	42	1	43	37	1	38	81
Seattle, Wash.	86	23	109	77	9	86	195
Springfield, Mass	27	1	28	14		14	42
Syracuse, N. Y.	49	2	51	17	1	18	69
Toledo, Ohio	47	5	52	39	2	41	93
Trenton, N. J.	25		25	24		24	49
Troy, N. Y.	17		17	3		3	20
Utica, N. Y.	12		12	19		19	31
Washington, D. C.	102	73	175	93	22	115	290
Wilkesbarre, Pa	21	4	25	13		13	38
Wilmington, Del	32	2	34	7		7	41
Worcester, Mass	89	1	90	48	1	49	139
Total clerk-carrier for cities of more than 50,000 inhabitants	6,423	771	7,194	4,905	280	5,185	12,379
For cities of less than 50,000 inhabitants	5,509	996	6,505	5,149	384	5,533	12,038
Total clerk-carrier	11,932	1,767	13,699	10,054	664	10,718	24,417
Specials:							
Carrier, Rural Free Delivery Service	5,051	50	5,101	993	7	1,000	6,101
Carrier, Hungarian—Toledo, Ohio				4		4	4
Carrier, Italian—Buffalo, N. Y.	3		3	12		12	15
Youngstown, Ohio	1		1				1
Clerk-carrier, Spanish—Mayaguez, P. R.	2		2	1		1	3
Ponce, P. R.	1	4	5	2	1	3	8
San Juan, P. R.	8		8	4		4	12
Porter—New York, N. Y.	32		32	24		24	56
Total specials	5,088	54	5,152	1,040	8	1,048	6,200
Aggregate	17,020	1,821	18,851	11,094	672	11,766	30,597

Chief mechanician, Bureau of Standards.....	9	15	15	4	27	27	33	1	1	6
Chief taxidermist.....	5	6	1	1	1	100	100	6	1	6
Chinese inspector.....	1	1	1	1	1	1	1	1	1	1
Civil and electrical engineer.....	1	1	1	1	1	1	1	1	1	1
Clerk.....	144	2,306	3,369	1,754	888	888	77	82	13	85
Clerk and assistant, Bureau of Plant Industry.....	2	4	2	2	1	1	25	17	2	16
Clerk, stenographer-typewriter, Land Office.....	14	13	16	1	1	1	38	14	2	16
Computer, Bureau of Forestry.....	14	21	21	3	1	1	14	1	1	1
Computer, Coast and Geodetic Survey.....	14	21	21	3	1	1	14	1	1	1
Copyist, qualified as typewriter repairer.....	7	11	11	8	8	73	73	1	1	1
Counter, Government paper mill.....	2	2	2	2	2	100	100	1	1	1
Deck officer, Coast and Geodetic Survey.....	2	2	2	2	2	100	100	1	1	1
Deputy shipping commissioner and clerk.....	2	2	2	2	2	100	100	1	1	1
Draftsman—										
Architectural.....	4	4	4	2	2	50	50	1	1	1
Copyist topographic.....	14	28	33	7	8	25	24	4	4	4
Division of Publications.....										
General Land Office.....										
Heating and ventilating.....	12	13	13	4	4	31	31	2	2	2
Hull, Light-House Service.....	9	13	13	8	8	62	62	3	3	3
Hydrographic.....	3	3	3	3	3	62	62	3	3	3
Junior architectural.....	23	38	38	12	12	32	32	10	10	10
Marine engines and machinery.....	9	12	12	3	3	25	25	1	1	1
Mechanical, Ordnance Bureau, War Department.....	57	90	90	16	16	18	18	11	11	11
Senior architectural.....										
Topographic.....	15	20	20	1	1	5	5	1	1	1
Topographic and mechanical.....	6	10	11	1	1	1	1	1	1	1
Draftsman and engraver.....	2	2	2	1	1	50	50	1	1	1
Editorial clerk.....										
Electrician.....	19	26	26	7	7	27	27	2	2	2
Electrical engineer and draftsman.....										
Electrician, wireman, and dynamo tender.....	14	19	19	7	7	37	37	2	2	2
Elevator conductor.....	1	2	2	2	2	100	100	1	1	1
Elevator conductor (electric elevators).....										
Engineer.....	1	4	4	6	6	75	75	3	3	3
Engineer, third class.....										
Engraver, copperplate map.....										
Engraver, lithographic map.....										
Ethnologist.....	13	17	17	9	9	53	53	1	1	1
Examiner of surveys.....										
Field assistant.....	17	36	36	14	14	36	36	3	3	3
Field assistant in forestry.....	26	43	43	11	11	26	26	2	2	2
Fish-culturist.....	3	3	3	1	1	33	33	1	1	1
Food microscopist.....										
Geologist.....	45	148	148	92	92	62	62	24	24	24
Guard, United States Penitentiary.....										
Horticulturist.....	5	5	5	3	3	60	60	2	2	2
Hospital steward, Marine-Hospital Service.....	1	2	2	1	1	50	50	3	3	3
Immigrant inspector.....										
Immigrant inspector, qualified in Finnish and Scandinavian.....	3	4	4	1	1	50	50	6	6	6



Magazine attendant.	3	19	19	13	13	88	88	5	5	5
Magnetic observer.	75	19	19	13	13	88	88	5	5	5
Meat inspector.	13	17	140	56	56	36	36	1	36	1
Mechanical and electrical engineer.										
Medical clerk and translator, Bureau of Animal Industry.	2	4	1	3	4	75	100	49	49	49
Messenger boy.	88	457	18	404	433	88	100	96	96	96
Messenger-watchman.	152	783	688	688	688	87	87	232	232	232
Mint and assay service—										
Schedule A.	5	6	6	4	4	67	67	1	1	1
Schedule B.	6	82	23	56	74	68	78	3	3	3
Schedule C.	4	347	154	274	419	79	94	51	51	51
Schedule D.	51	169	1	1	25	25	25	2	2	2
Nautical expert.	22	51	170	64	64	38	38	31	31	31
Observer, Weather Bureau.	21	26	1	14	14	27	27	6	6	6
Photographer, Bureau of Forestry.										
Photographic assistant.										
Plant pathologist.										
Plant physiologist.	2	2	2	1	1	33	38	1	1	1
Pomological clerk.	3	3	1,386	538	538	68	68	1,000	888	888
Preparator of specimens, National Museum.	50	377	1,877	258	258	19	19	23	23	23
Printer's assistant.	45	25	3	5	5	71	67	24	1	31
Railway mail clerk.	21	17	3	12	14	78	75	1	1	1
Record and identification clerk, Bertillon system.	14	50	8	38	45	78	75	1	1	1
Register and receiver's clerk.										
Scientific aid, Department of Agriculture.										
Secretary, National Bureau of Standards.	1	1	1	1	1	100	100	16	82	97
Skilled laborer.										
Soil analyst.	13	19	146	9	9	90	90	2	2	2
Special laborer qualified in blue printing.	131	319	467	54	86	17	24	44	46	46
Stenographer.	102	542	783	149	247	27	31	114	27	141
Stenographer and typewriter.										
Steward and storekeeper, United States Penitentiary.	1	21	21	2	2	10	10	1	1	1
Subtreasury service—										
Schedule A—										
Clerk.	3	14	14	7	7	50	50	8	8	8
Coin counter.	3	17	2	6	6	35	35	3	3	3
Note counter.	3	12	2	5	5	42	42	3	3	3
Schedule B.	3	12	12	3	3	23	23	3	3	3
Schedule C.	13	69	39	32	32	32	32	3	3	3
Superintendent of construction.	12	17	17	8	8	47	47	3	3	3
Superintendent of farm and transportation.	8	35	35	9	9	25	25	2	2	2
Surveyor-general's clerk.	70	440	1	1	387	75	100	50	50	50
Tagger.	14	20	441	868	1	83	100	3	3	3
Telephone switchboard operator.	1	6	12	12	17	83	100	3	3	3
Trainmaster.	30	38	38	16	16	42	42	2	2	2
Translator—										
French.	2	3	3	3	3	75	75	1	1	1
Spanish.	2	4	4	3	3	75	75	1	1	1



TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1902.—Continued.

Kind of examination.	Number of ex-aminations.	Examined.		Passed.		Per cent that passed.		Appointed.	
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.
Departmental Service—Continued.									
With educational test—Continued.									
Transportation clerk	125	318	171	489	220	99	319	69	58
Typewriter	82	405	405	810	316	78	394	78	65
Watchman	3	4	4	8	1	1	2	1	1
Watch officer, Coast and Geodetic Survey									
Zoological clerk									
Total educational, departmental service	2,742	9,866	3,679	13,545	6,074	2,069	8,143	62	56
Without educational test—									
Engineer Department at large—									
Assistant engineer and lockmaster		2		2	2		2	100	
Baker	3	3		3	3		3	100	
Blacksmith	32	32		32	31		31	97	
Blacksmith's helper	12	12		12	11		11	92	
Blaster									
Blaster, assistant	1	1		1	1		1	100	
Boatman	1	1		1	1		1	100	
Boiler maker	2	2		2	2		2	100	
Brakeman	5	5		5	5		5	100	
Bricklayer	9	9		9	8		8	89	
Brick mason	5	5		5	5		5	100	
Calker	52	52		52	52		52	100	
Carpenter	312	312		312	265		265	85	
Carpenter, ship	52	52		52	52		52	100	
Carpenter and calker									
Carpenter's helper	3	3		3	3		3	100	
Cement finisher	1	1		1	1		1	100	
Cement tester	1	1		1	1		1	100	
Cement worker	5	5		5	5		5	100	
Chainman	8	8		8	7		7	88	
Concrete finisher									
Cranesman	6	6		6	6		6	100	
Custodian	1	1		1	1		1	100	
Dam tender	1	1		1	1		1	100	
Deck hand	1	1		1	1		1	100	
Dipper tender	1	1		1	1		1	100	
Diver	6	6		6	6		6	100	
Dredge hand	4	4		4	4		4	100	
Dredge runner	3	3		3	3		3	100	
Driller	4	4		4	4		4	100	

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Drill runner	5	0	5	5	100	2	2
Electrician	114	114	112	112	98	6	6
Engineer	8	8	8	8	100	43	43
Engineer, assistant	3	3	3	3	100		
Engineer, chief	3	3	3	3	67		
Engineer, dredgette	4	4	4	4	100	1	1
Engineer, locomotive	33	33	33	33	100		
Engineer, marine assistant	13	13	12	12	100	3	3
Engineer, marine chief	17	17	16	16	92		
Engineer, marine chief	17	17	16	16	94		
Engineer and assistant lockmaster	2	2	2	2	100	2	2
Engineer of steam chime	10	10	10	10	100		
Engineer's helper (striker)	63	63	62	62	98	11	11
Engineer's helper	1	1	1	1	44	44	44
Engraver	30	30	30	30	100	11	11
Engraver, copper	29	29	29	29	100	18	18
Foreman	3	3	3	3	67		
Foreman and overseer	4	4	4	4	100	1	1
Foreman of carpenters	1	1	1	1	100		
Foreman of laborers	1	1	1	1	100		
Port keeper	3	3	3	3	100		
Gardener	3	3	3	3	100		
Gardener assistant	5	5	5	5	100	3	3
Gauge observer	3	3	3	3	100	7	7
General reader	4	4	4	4	100	4	4
General mechanic and boatman	2	2	2	2	100	14	14
Helper	195	195	187	187	98	4	4
Inspector	3	3	3	3	100	56	56
Inspector of dredging	3	3	3	3	100		
Inspector of masonry	1	1	1	1	100		
Janitor	12	12	12	12	100	9	9
Leadman	1	1	1	1	100		
Lithographer	6	6	6	6	100	1	1
Lithographic transferer	50	50	50	50	100	3	3
Lockman	17	17	17	17	100	28	28
Lock master	3	3	3	3	100	5	5
Lock master, assistant	6	6	6	6	100		
Lock tender	6	6	6	6	100		
Machinist	29	29	28	28	97	10	10
Machinist's helper	4	4	4	4	100	14	14
Mason	44	44	44	44	100	1	1
Master	69	69	69	69	100	44	44
Master and pilot	15	15	15	15	100	14	14
Master carpenter	1	1	1	1	100	2	2
Master laborer	39	39	37	37	95	81	81
Master mason	2	2	2	2	100		
Master of snag boat	2	2	2	2	100		
Master shipwright	1	1	1	1	100		
Mate	22	22	22	22	100	18	18
Mate and pilot	1	1	1	1	100		
Mate of dredge	4	4	4	4	100		

TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1902—Continued.

Kind of examination.	Number of examinations.		Examined.		Passed.		Per cent that passed.		Appointed.	
	Male.	Female.	Male.	Total.	Male.	Female.	Male.	Female.	Male.	Total.
Departmental Service—Continued.										
Without educational test—Continued.										
Engineer Department at large—Continued.										
Mechanic (electrical).....	5	16	5	5	5	15	100	94	2	9
Messenger.....	16	1	1	1	1	1	100	100	9	9
Messenger boy.....	1	1	1	1	1	1	100	100	22	22
Motor man.....	48	48	48	48	48	48	98	98	17	17
Oilier.....	1	1	1	1	1	1	100	100	21	21
Overseer.....	23	23	23	23	23	23	98	98	1	1
Painter.....	44	44	44	44	44	44	100	100	1	1
Painter's helper.....	1	1	1	1	1	1	100	100	7	7
Photographer.....	1	1	1	1	1	1	100	100	5	5
Pile driver.....	1	1	1	1	1	1	100	100	1	1
Pilot.....	41	41	41	41	39	1	95	95	1	1
Pilot and inspector.....	1	1	1	1	1	1	100	100	1	1
Pipe fitter.....	3	3	3	3	3	3	100	100	1	1
Plasterer.....	10	10	10	10	10	10	100	100	1	1
Plumber.....	1	1	1	1	1	1	100	100	1	1
Powderman.....	1	1	1	1	1	1	100	100	1	1
Quartermaster.....	1	1	1	1	1	1	100	100	40	40
Receiver of materials.....	1	1	1	1	1	1	100	100	1	1
Recorder.....	77	78	78	75	75	1	96	96	1	1
Recorder (vessel).....	1	1	1	1	1	1	100	100	1	1
Rigger.....	3	3	3	3	3	3	100	100	1	1
Riveter.....	1	1	1	1	1	1	100	100	40	40
Rodman.....	51	51	51	50	15	1	98	98	1	1
Rodman and recorder <sup>a</sup> .....	15	15	15	15	15	15	100	100	1	1
Shader.....	1	1	1	1	1	1	100	100	2	2
Ship joiner.....	1	1	1	1	1	1	100	100	6	6
Shipwright.....	2	2	2	2	2	2	100	100	4	4
Skilled laborer.....	15	15	15	15	15	15	100	100	5	5
Sounder.....	1	1	1	1	1	1	100	100	1	1
Steersman.....	3	3	3	3	3	3	100	100	5	5
Steward.....	11	11	11	11	11	11	100	100	6	6
Stewardess.....	10	10	10	10	10	10	100	100	5	5
Stonemason.....	13	13	13	13	13	13	100	100	1	1
Storekeeper.....	8	8	8	8	8	8	100	100	11	11
Subinspector.....	1	1	1	1	1	1	100	100	4	4
Suboverseer.....	20	20	20	20	16	6	80	80	1	1
Superintendent.....	3	3	3	3	3	3	100	100	1	1
Superintendent of construction.....	1	1	1	1	1	1	100	100	1	1

Surveyman.....	23	1	1	23	23	1	100	6	6	1
Switchman.....	1	2	2	2	100	1	100	100	100	6
Teamster.....	12	12	12	12	100	5	100	100	100	5
Timekeeper.....	1	1	1	1	100	1	100	100	100	1
Tinner.....	104	104	104	104	100	1	100	100	100	1
Trackman.....	5	5	5	5	100	3	100	100	100	3
Watchman.....	182	182	182	182	100	111	100	100	100	111
Wheelwright.....	28	28	28	28	100	44	100	100	100	44
Wireman.....	8	8	8	8	100	14	100	100	100	14
Government Hospital for the Insane—	6	6	6	6	100	2	100	100	100	2
Attendant.....	7	7	7	7	100	3	100	100	100	3
Classified laborer.....	1	1	1	1	100	1	100	100	100	1
Light-House Service—	2	2	2	2	100	1	100	100	100	1
Assistant engineer of light-vessel.....	52	52	52	52	100	56	100	100	100	56
Blacksmith.....	33	33	33	33	100	8	100	100	100	8
Blacksmith's helper.....	23	23	23	23	100	91	100	100	100	91
Bricklayer.....	1	1	1	1	100	1	100	100	100	1
Bricklayer and plasterer.....	235	235	235	235	100	84	100	100	100	84
Brickmason.....	397	397	397	397	100	127	100	100	100	127
Carpenter.....	96	96	96	96	100	53	100	100	100	53
Engineer.....	3	3	3	3	100	8	100	100	100	8
Engineer, assistant.....	387	387	387	387	100	17	100	100	100	17
Engineer, second assistant.....	1	1	1	1	100	2	100	100	100	2
Keeper.....	3	3	3	3	100	6	100	100	100	6
Keeper, assistant.....	32	32	32	32	100	1	100	100	100	1
Laborer.....	26	26	26	26	100	8	100	100	100	8
Laborer-keeper.....	2	2	2	2	100	1	100	100	100	1
Machinist.....	3	3	3	3	100	7	100	100	100	7
Machinist and engineer.....	38	38	38	38	100	2	100	100	100	2
Mason.....	32	32	32	32	100	6	100	100	100	6
Master.....	26	26	26	26	100	1	100	100	100	1
Mate.....	2	2	2	2	100	8	100	100	100	8
Mate, second.....	6	6	6	6	100	2	100	100	100	2
Mate, third.....	3	3	3	3	100	1	100	100	100	1
Mate of light-vessel.....	3	3	3	3	100	83	100	100	100	83
Painter.....	2	2	2	2	100	1	100	100	100	1
Ship plumber.....	1	1	1	1	100	9	100	100	100	9
Superintendent.....	388	388	388	388	100	1	100	100	100	1
Superintendent of boilers and machinery.....	1	1	1	1	100	312	100	100	100	312
Superintendent of building construction.....	1	1	1	1	100	9	100	100	100	9
Tinner.....	1	1	1	1	100	1	100	100	100	1
Marine-Hospital Service—	388	388	388	388	100	303	100	100	100	303
Attendant.....	1	1	1	1	100	1	100	100	100	1
Ordinance Department at large—	1	1	1	1	100	1	100	100	100	1
Assembler of rifles.....	5	5	5	5	100	5	100	100	100	5
Assistant at experimental firings.....	5	5	5	5	100	5	100	100	100	5
Assistant foreman.....	1	1	1	1	100	1	100	100	100	1
Assistant foreman-melter.....	1	1	1	1	100	1	100	100	100	1
Assistant inspector.....	7	7	7	7	100	5	100	100	100	5
Assistant machinist.....	2	2	2	2	100	1	100	100	100	1

a See separate designations of rodman and recorder.

TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1902—Continued.

Kind of examination.	Number of examinations.		Examined.		Passed.		Per cent that passed.		Appointed.	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
Departmental Service—Continued										
Without educational test—Continued										
Ordnance Department at large—Continued.										
Assistant to foreman.....	4	—	4	—	—	—	—	—	—	—
Barrel borer.....	2	—	2	—	—	—	—	—	—	—
Barrel reamer.....	1	—	1	—	—	—	—	—	—	—
Barrel roller.....	1	—	1	—	—	—	—	—	—	—
Blacksmith.....	29	—	29	—	29	—	100	—	6	—
Bluer.....	1	—	1	—	—	—	—	—	—	—
Brazer.....	1	—	1	—	—	—	—	—	—	—
Bricklayer.....	1	—	1	—	—	—	—	—	—	—
Browner.....	1	—	1	—	—	—	—	—	—	—
Carpenter.....	69	—	69	—	69	—	100	—	33	—
Casa hardener.....	1	—	1	—	—	—	—	—	—	—
Clerk.....	1	—	1	—	—	—	—	—	—	—
Core maker.....	1	—	1	—	—	—	—	—	—	—
Die sinker.....	1	—	1	—	—	—	—	—	—	—
Draw tender.....	1	—	1	—	—	—	—	—	—	—
Driller.....	77	—	77	—	65	—	84	—	1	—
Drop forger.....	7	—	7	—	7	—	100	—	—	—
Dynamo tender.....	3	—	3	—	3	—	100	—	2	—
Electrician.....	3	—	3	—	3	—	100	—	—	—
Engineer.....	2	—	2	—	2	—	100	—	2	—
Farrier.....	1	—	1	—	—	—	—	—	—	—
Filler.....	66	—	66	—	55	—	83	—	1	—
Filler, muzzle.....	2	—	2	—	—	—	—	—	—	—
Fireman.....	9	—	9	—	9	—	100	—	—	—
Korean tin smith.....	1	—	1	—	—	—	—	—	—	—
Gauge maker.....	1	—	1	—	—	—	—	—	—	—
Grinder.....	2	—	2	—	2	—	100	—	—	—
Guard.....	4	—	4	—	4	—	100	—	—	—
Harness maker.....	2	—	2	—	—	—	—	—	—	—
Inspector.....	53	—	53	—	53	—	100	—	44	—
Instrument maker.....	23	—	23	—	23	—	100	—	20	—
Jeweler.....	1	—	1	—	—	—	—	—	—	—
Lathe operator.....	1	—	1	—	—	—	—	—	—	—
Lineman.....	3	—	3	—	3	—	100	—	1	—
Machinist.....	5	—	5	—	5	—	100	—	—	—
Mason.....	6	—	6	—	6	—	100	—	3	—
Master carpenter.....	193	—	193	—	192	—	99	—	83	—
Melter.....	7	—	7	—	7	—	100	—	5	—
Messenger.....	1	—	1	—	—	—	—	—	—	—
Messenger.....	8	—	8	—	8	—	100	—	1	—
Messenger.....	2	—	2	—	2	—	100	—	8	—

## NINETEENTH REPORT OF CIVIL SERVICE COMMISSION. 213

[illegible]

TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1902—Continued.

Kind of examination.	Number of ex-aminations.		Examined.		Passed.		Per cent that passed.			Appointed.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Departmental Service—Continued. Without educational test—Continued.												
Miscellaneous—Continued.												
Chainman.	1		1	1			1					
Chinese watchman.	12		12	10			10					
Cook.	23	77	100	22	71	93	98	98	100	11	84	95
Cook and laundress.		1	1					100				
Dairyman.	1		1	1			1					
Die sinker.	1		1	1			1					
Dynamo tender.	10		10	10			10			2		2
Dynamo tender, electrician, and wireman.	1		1	1			1					
Electrician.	4		4	3			3					
Elevator conductor.	174		174	94			94			1		1
Engineer.	161		161	154			154			13		13
Engineer, marine.	8		8	5			5			40		40
Engineer with knowledge of refrigeration.	8		8	8			8			7		7
Engineer and plumber.												
Engineer-watchman.	3		3	3			3			1		1
Engraver, script.	1		1									
Engraver, square letter.	1		1									
Fireman.	275		275	255			255					
Fireman-watchman.	79		79	58			58			68		68
Foreman of building.	11		11	10			10			10		10
Foreman of cutters.	9		9	9			9			2		2
Foreman of masons.	1		1	1			1			1		1
Gardener.	17		17	17			17			7		7
Gardener and dairyman.	5		5	5			5			1		1
Gas fitter.	3		3	3			3					
General mechanic.	8		8	7			7			2		2
Hard-wood finisher.	1		1	1			1					
Harness maker.	10		10	9			9					
Horseshoer.	1		1	1			1					
Hostler.	1		1	1			1					
Instrument maker.	14		14	10			10					
Janitor.	142		142	112			112			2		2
Janitor-fireman.	26		26	21			21			6		6
Leapst.	2		2	2			2			6		6
Laundress.		60	60		57			95		27		27
Laundryman.	3		3	2			2			1		1
Leather worker.	9		9	8			8					
Lock expert.	4		4	4			4					
Lock fitter.	5		5	5			5					





TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1902—Continued.

Kind of examination.	Number of examinations.	Examined.		Passed.		Per cent that passed.		Appointed.	
		Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
Departmental Service—Continued.									
Promotion (Rule XI)—Continued.									
Assistant inspector, Mint and Assay Service.	1	1		1		100		1	
Assistant teller, Subtreasury Service.	1	1		1		100		1	
Assistant to inspector, Ordnance Department.	1	1		1		100		1	
Assistant to inspector of ordnance.	1	1		1		100		1	
Biological assistant.	1	1		1		100		1	
Clerk.	23	139	16	62	7	45	44	54	7
Clerk, schedule A, Subtreasury Service.	1	1		1		100		1	
Clerk, schedule C, Mint and Assay Service.	2	2	4	4		100		2	
Coin counter, schedule A, Subtreasury Service.	2	2		1		50		1	
Copyist, Schedule B, Ordnance Department.	1	1		1		100		1	
Disciplinarian.	1	1		1		100		1	
Dynamo tender.	1	2		2		100		2	
Electrician.	1	1		1		100		1	
Electrician and engineer.	1	1		1		100		1	
Elevator conductor.	1	2		1		50		1	
Engineer, first class.	1	1		1		100		1	
Engraver, copperplate map.	1	2		2		100		2	
Examiner of surveys.	1	1		1		100		1	
Firemen.	1	1		1		100		1	
Gardener.	1	1		1		100		1	
Industrial teacher.	1	1		1		100		1	
Interpreter (Polish, Slovak, Yiddish, German).	1	1		1		100		1	
Junior civil engineer.	1	1		1		100		1	
Law clerk.	1	1		1		100		1	
Map printer.	1	2		1		50		1	
Master.	1	1		1		100		1	
Matron.	15	14	14	11		79	79	10	10
Matron and seamstress.	4	2	2	1		50	50	1	1
Seamstress.	4	4		1		25		1	
Steward, United States penitentiary.	1	1		1		100		1	
Stock examiner.	20	123	1	48		39	39	14	14
Stockkeeper, Mint and Assay Service.	1	1		1		100		1	
Teacher.	16	1	9	8	7	45	78	6	13
Trained man.	1	1		1		100		1	
Winchman.	1	1		1		100		1	
Transfer (Rule X).									
Aid, Coastal and Geodetic Survey.	1	1		1		100		1	
Assistant chief supply division, Bureau of Engraving and Printing.	1	1		1		100		1	
Assistant in spectroscopic work.	1	1		1		100		1	

Assistant messenger	1	1	1	1	2	2	100	2	2	2	1	2
Assistant superintendent of registry system	2	1	1	1	1	1	100	1	1	1	1	1
Assistant weigh clerk, Mint and Assay Service	1	1	1	1	1	1	100	1	1	1	1	1
Chinese watchman <sup>a</sup>	85	58	43	101	41	68	58	33	32	65	1	1
Clerk	1	1	1	1	1	1	100	1	1	1	1	1
Clerk, Schedule C, Mint and Assay Service	2	2	1	2	2	2	100	1	1	1	1	1
Compositor	1	2	1	2	2	2	100	1	1	1	1	1
Elevator conductor <sup>a</sup>	1	2	1	2	2	2	100	1	1	1	1	1
Engineer <sup>a</sup>	1	1	1	1	1	1	100	1	1	1	1	1
Engineer and plumber <sup>a</sup>	1	1	1	1	1	1	100	1	1	1	1	1
Engineer with knowledge of refrigeration machinery <sup>a</sup>	1	1	1	1	1	1	100	1	1	1	1	1
Engraver, copperplate map	1	1	1	1	1	1	100	1	1	1	1	1
Engraver, photomechanical	1	1	1	1	1	1	100	1	1	1	1	1
Foreman of meltin groom, Mint and Assay Service	1	1	1	1	1	1	100	1	1	1	1	1
ice.	1	1	1	1	1	1	100	1	1	1	1	1
Guard, United States penitentiary	1	1	1	1	1	1	100	1	1	1	1	1
Hull draftsman	1	1	1	1	1	1	100	1	1	1	1	1
Janitor-freeman <sup>a</sup>	1	1	1	1	1	1	100	1	1	1	1	1
Junior civil engineer	1	1	1	1	1	1	100	1	1	1	1	1
Laundress <sup>a</sup>	1	1	1	1	1	1	100	1	1	1	1	1
Machinist <sup>a</sup>	1	1	1	1	1	1	100	1	1	1	1	1
Matron	1	1	1	1	1	1	100	1	1	1	1	1
Operative	1	1	1	1	1	1	100	1	1	1	1	1
Physician	1	1	1	1	1	1	100	1	1	1	1	1
Post-office inspector	26	35	1	35	25	25	71	9	9	9	9	9
Printer's assistant	1	1	1	1	1	1	100	1	1	1	1	1
Railway mail clerk	17	17	1	17	16	16	94	16	16	16	16	16
Route inspector, Rural Free-Delivery Service	8	8	1	8	8	8	38	2	2	2	2	2
Sewer	3	3	1	3	3	3	33	33	33	33	33	33
Skilled laborer	3	3	1	3	3	3	33	33	33	33	33	33
Stenographer	2	2	1	2	2	2	100	1	1	1	1	1
Stenographer and typewriter	4	4	1	4	4	4	67	75	3	3	3	3
Stock examiner	1	1	1	1	1	1	100	1	1	1	1	1
Superintendent of construction	1	1	1	1	1	1	100	1	1	1	1	1
Teacher	10	5	5	10	4	9	80	90	1	1	1	1
Upholsterer and cabinetmaker <sup>a</sup>	1	1	1	1	1	1	100	1	1	1	1	1
Watchman	6	6	1	6	6	6	67	67	1	1	1	1
Wheelwright <sup>b</sup>	1	1	1	1	1	1	100	1	1	1	1	1
Total for promotion and transfer, Departmental Service	293	464	114	578	293	355	76	61	72	181	68	293
Total for Departmental Service	3,036	17,748	4,073	21,821	12,950	15,356	73	59	70	5,250	841	6,091
Government Printing Service:												
Bookbinder	52	164	1	165	141	149	86	100	86	48	4	48
Compositor	109	548	17	563	506	523	93	100	93	111	4	115
Electrotype finisher	6	6	1	6	5	5	83	100	83	4	4	4
Electrotype molder	2	3	1	3	3	3	100	100	100	3	3	3
Press feeder	20	17	27	44	16	24	94	99	91	31	31	31

<sup>b</sup> See under Promotion.

<sup>a</sup> Noneducational test.

TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1902—Continued.

Kind of examination.	Number of ex-aminations.		Examined.		Passed.		Per cent that passed.		Appointed.				
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	
Government Printing Service—Continued.	20	51	71	47	6	53	92	18	61	79	1	80	
	22	55	77	7	7	14	13	1	15	28	1	29	
	9	9	18	7	7	14	73	1	74	82	1	83	
Total for Government Printing Service.....													
Custom-House Service:		815	81	726	48	774	96	185	281	36	245	606	
		1,735	26	1,761	19	1,315	72	111	183	4	115	298	
		1,676	1,470	3,146	21	1,539	88	47	135	4	41	176	
		1,803	22	1,825	21	1,539	84	68	152	4	72	224	
	Specials—												
	Assistant gauger.....	36	36	72	27	27	75	2	2	4	2	6	
	Boatman.....	18	17	35	17	94	20	5	25	6	5	11	
	Examiner.....	25	5	30	5	1	6	1	6	7	6	13	
	Examiner of art works.....	21	1	22	1	1	2	1	2	3	1	4	
	Examiner of drugs.....	47	47	94	8	17	100	19	2	21	19	40	
	Examiner of general merchandise.....	2	2	4	2	2	86	2	2	4	2	6	
	Mounted inspector.....	44	44	88	38	6	83	2	6	8	2	10	
	Ore sampler.....	6	6	12	6	6	100	6	6	12	6	12	
	Rule VI (noncompetitive).....	6	6	12	6	6	100	6	6	12	6	12	
	Total for entrance to Custom-House Service.....												
	Promotion (Rule XI)—		5,479	48	5,527	40	4,438	80	296	336	8	274	610
		Class E.....	79	79	158	57	57	72	21	78	99	2	101
Class 1.....		142	124	266	124	87	15	15	30	15	15	30	
Class 2.....		74	54	128	73	54	73	14	87	101	14	115	
Class 3.....		77	60	137	60	78	78	31	109	140	31	171	
Class 4.....		36	29	65	29	81	81	21	102	123	21	144	
Deputy collector.....		1	1	2	1	100	100	1	101	102	1	103	
Deputy surveyor.....		2	2	4	2	100	100	2	102	104	2	106	
Examiner.....		200	130	330	120	60	60	15	75	90	15	105	
First grade.....		18	15	33	15	83	83	6	89	95	6	101	
First grade (Spanish).....		2	2	4	2	100	100	2	102	104	2	106	
Second grade.....		12	12	24	6	50	50	2	52	54	2	56	
Teller.....		2	2	4	2	100	100	2	102	104	2	106	
Transfer (Rule X)—													
Examiner.....		2	2	4	2	100	100	2	102	104	2	106	
First grade.....		4	4	8	2	50	50	2	52	54	2	56	
Junior clerk, Class C.....		1	1	2	1	100	100	1	101	102	1	103	
Total for Custom-House Service.....													

Internal-Revenue Service:												
For entrance	1,085	20	1,055	602	12	614	58	60	58	249	1	250
For transfer (Rule X)												1
Total for Internal-Revenue Service	99	20	1,057	603	12	615	58	60	58	250	1	251
Post-Office Service:												
Clerk-carrier												
Specials—												
Carrier, Rural Free-Delivery Service	21,986	2,411	24,397	11,932	1,767	13,699	54	73	56	4,566	165	4,731
Carrier, Hungarian	6,044	57	6,101	5,051	50	5,101	84	88	84	1,557		1,557
Carrier, Italian	18											
Carrier, Spanish	18											
Clerk-carrier, Spanish	56	5	61	11	4	65	25	30	25	1		1
Porter				32		32	57	57	57	32		32
Total for entrance to Post-Office Service	28,124	2,473	30,597	17,030	1,821	18,851	61	74	62	6,156	165	6,321
Promotion (Rule XI)—												
Clerk-carrier	5		5	5		5	100		100	5		5
Transfer (Rule X)—												
Clerk-carrier	3		3	2		2	67		67	2		2
Total for Post-Office Service	1,791	2,473	30,605	17,037	1,821	18,858	61	74	62	6,163	165	6,328
Total for all branches of the classified service.	5,356	6,995	60,558	36,152	4,327	40,509	67	65	67	12,247	1,051	13,298
Philippine service:												
Assessors	1		1	1		1	100		100			
Assistant anthropologist	6		7	2		2	39		39			
Auditing clerk	24		80	38		38	43		43			
Bookkeeper <sup>a</sup>	1		1	1		1	100		100			
Chemist												
Agricultural	19		21	3		3	14		14			
Animal	15		25	6		6	24		24	1		1
Physiological	5		6	3		3	50		50			
Physical	2		2	1		1	50		50			
Chief clerk, Bureau of Agriculture <sup>a</sup>	3		3	3		3	100		100	3		3
Composer, qualified stenographer and typewriter	2		2	1		1	50		50	39		39
Demonstrator	22		60	26		26	43		43			
Drawing clerk	7		9	4		4	44		44	3		3
Draftsman, architectural	1		1	1		1						
Electronian	1		1	1		1						
Expert in plant culture and plant breeding <sup>a</sup>	1		1	1		1	100		100			
Fire chief <sup>a</sup>	1		1	1		1	100		100	1		1
Forester and inspector	8		8	5		5	63		63	5		5
Forestry inspector	30		30	5		5	17		17	1		1
Inspector of boilers	21		21	1		1	100		100	3		3
Junior translator	1		1	1		1	25		25			
Librarian	8		8	4		4	67		67	88		88

<sup>a</sup> Noneducational test.

<sup>a</sup> Noncompetitive.

TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1902—Continued.

Kind of examination.	Number of examinations.	Examined.		Passed.		Per cent that passed.		Appointed.	
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.
Philippine service—Continued.									
Manager of government farms and experiment stations.	25	34		34	18		18	53	
Medical inspector and physician.	3	67		67	31		31	46	
Pharmacologist.	3	3		3	1		1	33	
Photo-engraver. <sup>a b</sup>	2	2		2	2		2	100	2
Plant pathologist.	2	1	1	2	1		1	50	
Pressman.	9	11		11	9		9	82	2
Stenographer.	73	151	23	174	16	3	19	11	4
Stenographer and junior translator.	11	10	1	11	1		1	13	
Stenographer and typewriter.	63	318	39	357	104	18	122	33	4
Stenographer, typewriter, and junior translator.	11	10	1	11				100	
Stenographer, typewriter, and translator.	3	2	1	3	1		1	33	1
Translator.	22	23	1	24	9		9	37	
Typewriter.	72	154	29	183	123	20	143	74	6
Typewriter and junior translator.	12	11	1	12	2		2	17	
Total.	476	1,071	103	1,174	432	43	480	40	4
District of Columbia:									
Policeman.	9	185		185	50		50	27	
Naval Academy:									
Cadet.	2	112		112					

<sup>a</sup> Noncompetitive.

<sup>b</sup> Noneducational test.

<sup>c</sup> In addition, 11 appointments were made to the Philippine service from registers of eligibles for the United States civil service.

## II. APPOINTMENTS, SEPARATIONS, ETC.

## DEPARTMENTAL SERVICE.

## HISTORICAL SKETCH.

## THE CLASSIFIED CIVIL SERVICE IN THE DEPARTMENTS, COMMISSIONS, AND OFFICES IN THE DISTRICT OF COLUMBIA.

The civil-service act was approved on January 16, 1883. One of its provisions required that after the expiration of six months from its passage no appointment or promotion should be made without examination, unless the person was specifically exempted in conformity with the act. The classification then existing embraced the State, Treasury, War, Justice, Post-Office, Navy, and Interior Departments. The Departments at first treated the classification as comprising only positions with salaries from \$1,200 to \$1,800, inclusive, but the following revisions were made soon after: Interior Department, September 22, 1883, including all employees at \$1,000 and copyists at \$900 and \$720, and on December 6, 1884, all copyists and all clerks receiving \$2,000 or more, except chiefs of division; War, November 19, 1884, all positions subordinate to the Secretary, except laborers, watchmen, and messengers; Navy, November 25, 1884, including clerks at \$1,000 and copyists at \$900 and \$720; Treasury, January 2, 1885, including all employees whose salaries are fixed by law from \$900 to \$1,800 or more; Post-Office, February 6, 1885, including all employees receiving \$720 or more, except messengers, assistant messengers, watchmen, and laborers; Justice, November 12, 1883, employees down to and including copyists, also telegraph operator and engineer. The total number of positions in the Departments at Washington thus far classified was 5,652, of which 135 were excepted from examination. The Department of Agriculture was not at first included under the operation of the civil-service rules, but its classification was accepted and approved by the President on December 12, 1884.

On March 1, 1888, the Civil Service Commission was classified. The Department of Labor became an independent office by act of Congress approved July 11, 1888. Having previously existed as a bureau of the Interior Department, its force was already classified.

In accordance with the President's direction of June 29, 1888, the classification of all the Departments was made uniform, so as to include within the operation of the rules all employees except those confirmed by the Senate and those employed as messengers, laborers, workmen, and watchmen. On May 5, 1892, the Fish Commission was classified. On November 2, 1894, the President directed the heads of the Departments to amend their several classifications to include messengers, assistant messengers, and watchmen. Firemen were classified by an Executive order dated July 15, 1895.

## THE ENTIRE DEPARTMENTAL SERVICE.

It was not until June 29, 1888, that the Departmental Service was extended to include any positions outside of Washington, D. C. On that date the clerical employees at the general depots of the Quartermaster's Department were classified. Employees of the Weather Bureau were classified on January 5, 1893, to the number of 814. Other employees, numbering 787, in the Bureau of Animal Industry and the Weather Bureau were classified on May 24, 1895. On July 5, 1895, 505 pension agency employees became classified.

On May 6, 1896, the President made and promulgated 12 general rules for the entire classified executive civil service and revoked all others. From that date

each branch of the service has operated under general rules applicable to all instead of under distinct rules of its own. By this revision the following branches of the classified service were recognized: The Departmental Service, the Custom-House Service, the Post-Office Service, the Government Printing Service, and the Internal-Revenue Service.

The Departmental Service was declared to include all officers and employees except those in the other four branches, and included most of the extensions due to this revision. In the several Executive Departments, commissions, and offices in the District of Columbia, all officers and employees were classified except those employed merely as laborers or workmen and those subject to confirmation by the Senate. The classification was equally comprehensive in the greater part of the Departmental Service outside of Washington. For more detailed information as to the extent of the classified service under this revision see Civil Service Rule III.

The Railway Mail and Indian services, which had existed as separate branches of the classified service, were included in the Departmental branch, but separate sketches will be found preceding the statistics relative to these services.

By amendment of the civil-service rules on November 27, 1901, 342 persons in the rural-free delivery service of the Post-Office Department became classified. This amendment also included about 6,000 carriers in this service in the classified Post-Office Service on February 1, 1902, when the rule became operative.

Various appropriation acts provided for the appointment of additional temporary employees rendered necessary on account of increased work incident to the war with Spain without compliance with the provisions of the civil-service act. Section 3 of the legislative, executive, and judicial appropriation act approved April 28, 1902, transferred these employees to the classified service. The number thus classified was 850, of which 230 were in the Treasury Department, 587 in the War Department, and 33 in the Post-Office Department.

In the Census Office 837 employees were classified on July 1, 1902, under act of Congress approved March 6, 1902.

Unclassified positions are those which have never been classified under the provisions of the civil-service act for the purpose of bringing them under the examination system therein provided.

The classified service embraces those positions which are subject to the civil-service acts and rules, and includes the following classes of positions:

1. Nonexcepted (i. e., competitive) positions, or those to which original entrance is by open competitive examination.

2. Excepted positions, or those which have at some time been classified but excepted from competitive examination. (See Rule VI.)

3. Positions excluded in part, or those which are not subject to any of the provisions of the rules, except sections 1, 2, and 3 of Rule II. (See Rule III, paragraph 8.)

Entrance to nonexcepted (i. e., competitive) positions may be in any of the following ways other than by competitive examination:

1. By reinstatement of former employees. (See Rule IX.)

2. By transfer from another position. (See Rule X.)

3. By temporary appointment if a position must be filled before the Commission can present the name of a person who has passed an appropriate examination. Such appointment gives the appointee no status and can not become permanent unless by an order of the President. (See Rule VIII, sections 13 and 15.)

Employees in an office at the time their positions were classified are said to have entered the classified service through classification and are entitled to all the rights and benefits possessed by persons of the same class or grade appointed on examination, except that they can not be transferred without examination. (See *Rule II, section 7.*)

**TABLE 8.**—*Names of persons nominated by the heads of the Executive Departments, approved by the President, showing designations and salaries of positions and dates of approval, and appointed upon certificates of qualification issued by the Commission without examination, under the provisions of Rule IV, paragraph 3 (c), during the year ended June 30, 1902.*

Name.	Department and office.	Position.	Salary.	Date of approval of nomination by the President.	Date of certification by the Commission.
Charles J. Pusey <sup>a</sup>	Executive Mansion.	Doorkeeper.....	\$1,200.00	July 1, 1901	July 12, 1901
S. S. Voorhees <sup>b</sup> ...	Treasury—Office of the Supervising Architect.	Engineer of tests..	2,200.00	June 15, 1901	July 18, 1901
E. E. Calhoun <sup>c</sup> ...	Government Printing Office.	Imposer.....	.....	Apr. 27, 1901	Sept. 6, 1901
Filibert Roth.....	Interior—Land Office, Division of Forestry.	Chief.....	.....	Nov. 8, 1901	Nov. 14, 1901
Franklin H. King <sup>d</sup>	Agriculture—Bureau of Soils.	Chief, Division of Soil Management.	4,000.00	Dec. 20, 1901	Dec. 21, 1901
J. L. Garner <sup>e</sup> .....	Treasury—Mint Bureau.	Translator.....	1,400.00	Feb. 15, 1902	Mar. 26, 1902
William M. Rice <sup>f</sup> .	Treasury.....	Special agent.....	.....	Mar. 20, 1902	Do.
Charles Mascord <sup>g</sup>	White House....	Doorkeeper.....	1,200.00	.....do.....	Do.

<sup>a</sup>Charles J. Pusey: The Secretary to the President stated that Mr. Pusey possessed such peculiar qualifications for the work upon which he is to be engaged that the best interests of the public service require that examination be waived.

<sup>b</sup>S. S. Voorhees: The Secretary of the Treasury stated that the position to which it was proposed to appoint Mr. Voorhees combined the duties of physicist and chemist in a manner required only in the service of large manufacturing corporations or railroads; that such men are difficult to secure, being always under employment, and are unwilling to enter a competition, and that Mr. Voorhees possessed the requisite knowledge, ability, and experience to justify his appointment.

<sup>c</sup>E. E. Calhoun: The Public Printer stated that Mr. Calhoun's qualifications had been ascertained through his temporary service in the office, and that his age, physical condition, moral character, and technical knowledge especially qualified him for the place.

<sup>d</sup>Franklin H. King: The Secretary of the Department of Agriculture stated that the study of certain soils of various areas was to be taken up with a view to deciding upon the feasibility of introducing new crops and new methods, and that the professional knowledge and skill required are so rare that he could name only two persons capable of carrying out the work, one of whom was Professor King. He is the author of several standard text-books on soil physics, geology, and irrigation and drainage, and has had several years' experience as professor of soil physics of the University of Wisconsin.

<sup>e</sup>J. L. Garner: The Secretary of the Treasury stated that the translator is expected not only to make translations, but to do independent work in compiling reports and reviews.

<sup>f</sup>William M. Rice: The Secretary of the Treasury certified that by reason of his long experience and exceptional ability as an investigator, Mr. Rice was peculiarly qualified to perform the duties required by the position for which he was nominated.

<sup>g</sup>Charles Mascord: Case similar to that explained in note <sup>a</sup> above.

**TABLE 9.**—*Showing the apportionment of appointments in the departmental service at Washington, D. C., from July 16, 1883, to July 1, 1902, under the census of 1900, on the basis of 1 appointment for every 10,000 of population.*

State or Territory.	Entitled.	Appointments.			Separations.	Net appointments charged.	Per cent received.
		Through examination.	Through reinstatement.	Through transfer.			
Alabama.....	183	135	15	11	38	123	67.148
Alaska.....	2	0	0	0	0	2	33.333
Arizona.....	10	7	1	2	2	8	80.000
Arkansas.....	131	92	5	4	16	85	64.955
California.....	148	122	7	12	27	114	77.064
Colorado.....	54	35	9	9	10	43	79.636
Connecticut.....	91	79	10	12	16	85	93.415
Delaware.....	18	21	0	3	8	21	116.655
District of Columbia.....	28	272	104	174	79	471	1,681.941
Florida.....	53	36	3	9	11	87	69.819
Georgia.....	222	177	23	19	55	163	73.350
Hawaii.....	16	11	0	2	.....	12	00.000
Idaho.....	16	11	0	2	1	12	75.000
Illinois.....	452	385	32	40	77	380	78.680
Indiana.....	252	218	22	25	39	224	88.928
Indian Territory.....	34	3	2	8	1	7	20.587
Iowa.....	223	173	17	16	28	178	79.744



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TABLE 9.—Showing the apportionment of appointments in the departmental service at Washington, D. C., etc.—Continued.

State or Territory.	Entitled.	Appointments.			Separations.	Net appointments charged.	Per cent received.
		Through examination.	Through reinstatement.	Through transfer.			
Kansas.....	147	125	15	16	24	132	89.760
Kentucky.....	215	164	14	15	37	156	72.540
Louisiana.....	138	91	1	6	18	80	57.965
Maine.....	69	69	4	7	15	65	94.185
Maryland.....	119	172	40	43	44	211	177.240
Massachusetts.....	281	250	14	22	52	234	83.304
Michigan.....	242	211	9	14	39	195	80.535
Minnesota.....	175	115	10	9	20	114	65.059
Mississippi.....	155	114	3	14	24	107	69.015
Missouri.....	311	241	17	17	47	228	73.188
Montana.....	23	13	2	1	4	12	52.176
Nebraska.....	107	88	5	8	17	84	78.540
Nevada.....	4	5	0	1	0	6	150.000
New Hampshire.....	41	38	3	5	6	40	97.560
New Jersey.....	188	143	14	13	28	142	75.544
New Mexico.....	19	13	0	3	2	14	73.682
New York.....	728	598	77	91	155	611	84.318
North Carolina.....	189	146	10	13	24	145	76.705
North Dakota.....	31	15	2	1	2	16	51.618
Ohio.....	416	387	49	45	66	415	99.600
Oklahoma.....	39	13	1	6	3	17	43.588
Oregon.....	41	32	1	6	9	30	73.170
Pennsylvania.....	630	499	49	76	113	511	81.249
Porto Rico.....	95	0					00.000
Rhode Island.....	43	31	1	2	2	32	74.432
South Carolina.....	134	106	5	7	19	99	73.854
South Dakota.....	39	26	0	9	9	26	66.664
Tennessee.....	202	155	14	18	34	153	75.735
Texas.....	305	206	16	16	57	181	59.368
Utah.....	28	25	2	0	11	16	57.136
Vermont.....	34	38	5	1	3	41	120.581
Virginia.....	185	181	34	50	45	220	119.020
Washington.....	52	39	2	3	13	31	59.613
West Virginia.....	96	67	6	16	17	72	75.024
Wisconsin.....	207	157	16	6	90	149	71.967
Wyoming.....	9	7	0	3	1	9	100.000
Total.....	7,702	6,346	661	904	1,393	6,548	85.017

TABLE 10.—Showing the number of persons of each sex appointed from the several kinds of competitive and noncompetitive educational examinations in the Departmental Service, exclusive of the Indian and Railway Mail services, and those appointed through competitive and noncompetitive noneducational examinations in the Engineer and Ordnance departments at large, War Department, and in the Life-Saving, Light-House, and Marine-Hospital services, Treasury Department, during the fiscal year ended June 30, 1902.

Kind of examination.	In Washington.			Outside Washington.			Grand total.
	Male.	Female.	Total.	Male.	Female.	Total.	
COMPETITIVE.							
With educational tests:							
Acting assistant surgeon, Marine-Hospital Service.....	2		2	2		2	4
Agrostologist.....	1		1				1
Agrostological clerk.....	1		1				1
Aid, Coast and Geodetic Survey.....	5		5	1		1	6
Aid, Division of Geology.....	1		1				1
Apprentice.....	24		24	2		2	26
Artist, Department of Agriculture.....	1	1	2				2
Assistant agrostologist.....	1		1				1
Assistant astronomer.....	1		1				1
Assistant custodian-janitor.....				2		2	2
Assistant, Department of Agriculture.....		1	1	1		1	2
Assistant ethnologist.....	1		1				1
Assistant examiner, Patent Office.....	25		25				25
Assistant in seed laboratory.....	1		1				1
Assistant microscopist.....					7	7	7
Assistant, Nautical Almanac Office.....	1		1				1
Assistant physicist.....	2		2				2
Assistant piecework computer.....	2		2				2
Assistant pomologist.....	1		1				1

TABLE 10.—*Showing the number of persons of each sex appointed from the several kinds of competitive and noncompetitive educational examinations in the Departmental Service, etc.—Continued.*

Kind of examination.	In Washington.			Outside Washington.			Grand total.
	Male.	Female.	Total.	Male.	Female.	Total.	
COMPETITIVE—continued.							
With educational tests—Continued.							
Assistant, soil survey	9		9				9
Assistant surgeon, Freedmen's Hospital.	1		1				1
Assistant to Inspector of Ordnance				1		1	1
Assistant topographer	3		3	2		2	5
Bookkeeper.	50		50	44		44	108
Book typewriter	3	4	7				7
Botanical clerk and assistant.	1		1				1
Chief, Division of Soil Management	1		1				1
Chief engineer				1		1	1
Chief engineer and electrician	4		4	2		2	6
Chief of road material laboratory	1		1				1
Chief taxidermist	1		1				1
Chinese inspector				6		6	6
Clerk	12	3	15	67	10	77	92
Clerk, Land Office				9		9	9
Clerk, qualified as stenographer and typewriter				5	2	7	7
Compositor				1		1	1
Computer, Coast and Geodetic Survey		1	1				1
Copper-plate map engraver	3		3				3
Copyist, qualified as typewriter repairer	1		1				1
Counter		1	1				1
Deck officer				1		1	1
Deputy shipping commissioner and clerk				1		1	1
Draftsman—							
Architectural	1		1				1
Copyist, topographic	2		2	2		2	4
Division of publications	1		1				1
General Land Office				2		2	2
Heating and ventilating	2		2				2
Hull	1		1	2		2	3
Junior architectural	9		9	1		1	10
Mechanical				11		11	11
Senior architectural	1		1				1
Topographic				1		1	1
Draftsman and engraver	1		1				1
Editorial clerk	2		2				2
Electrical engineer and draftsman	2		2				2
Electrician	1		1	1		1	2
Electrician, wireman, and dynamo tender	2		2				2
Elevator conductor	5		5				5
Engineer	3		3	4		4	7
Ethnologist	1		1				1
Examiner of surveys	1		1	2		2	3
Field assistant, Department of Agriculture	1		1				1
Field assistant in forestry				3		3	3
First grade customs				1		1	1
Fish-culturist				2		2	2
Food microscopist	1		1				1
Geologist	1		1	22	1	23	24
Guard				41		41	41
Horticulturist	2		2				2
Hospital steward.				3		3	3
Immigrant inspector				6		6	6
Inspector of boilers				4		4	4
Inspector of hats.				1		1	1
Inspector of hulls				4		4	4
Inspector of khaki garments				14		14	14
Inspector of khaki materials				1		1	1
Inspector of mechanical and electrical engineering	2		2				2
Inspector of shoes				1		1	1
Instrument and property clerk	1		1				1
Instrument maker	1		1	1		1	2
Interpreter—							
Arabic, French, and Italian				1		1	1
Japanese				1		1	1
Slavendish, Kranish, Croatian, and Italian				1		1	1
Slovak				1		1	1
Spanish				1		1	1

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TABLE 10.—*Showing the number of persons of each sex appointed from the several kinds of competitive and noncompetitive educational examinations in the Departmental Service, etc.—Continued.*

Kind of examination.	In Washington.			Outside Washington.			Grand total.
	Male.	Female.	Total.	Male.	Female.	Total.	
COMPETITIVE—continued.							
With educational tests—Continued.							
Junior civil engineer	1		1	9		9	10
Laboratory assistant in physics	2		2				2
Law clerk	1		1				1
Lithographer	1		1				1
Lithographic-map engraver	1		1				1
Lumberman				1		1	1
Magazine attendant				5		5	5
Magnetic observer				5		5	5
Matron					3	3	3
Matron, Freedmen's Hospital		1	1				1
Meat inspector				36		36	36
Mechanical and electrical engineer				1		1	1
Messenger	9		9	38		38	47
Messenger boy	46		46	49		49	95
Messenger-watchman	13		13	9		9	22
Mint and assay service—							
Schedule B				1		1	1
Schedule C				3		3	3
Schedule D				51	21	72	72
Nautical expert	2		2				2
Observer—Weather Bureau				31		31	31
Photographer	6		6				6
Plant pathologist	2		2				2
Plant physiologist	3		3				3
Preparator, division of stratigraphic paleontology	1		1				1
Pressman	5		5				5
Printer's assistant		388	388				388
Register and receiver's clerk	1		1	27	3	30	31
Scientific aid	24	1	25				25
Secretary, National Bureau of Standards	1		1				1
Skilled helper	1		1				1
Skilled laborer	6		6				6
Soil analyst	2		2				2
Special laborer, qualified as blue printer				2		2	2
Stenography	11	1	12	28	1	29	41
Stenography and typewriting	67	17	84	46	10	56	140
Steward and storekeeper				1		1	1
Subtreasury service—							
Schedule A				8		8	8
Schedule B				2		2	2
Schedule C				2		2	2
Schedule D				2		2	2
Superintendent of construction				3		3	3
Superintendent of farms and transportation				2		2	2
Surveyor-general's clerk				2		2	2
Tagger				50		50	50
Telegrapher	1		1	2		2	3
Trainmaster				2		2	2
Translator	1		1	1		1	2
Transportation clerk				1		1	1
Typewriting	23	3	26	57	1	58	84
Watchman	9		9	27		27	36
Watch officer				1		1	1
Zoological clerk		1	1				1
Total	453	423	876	788	59	847	1,723
Without educational tests:							
Assistant engineer				2		2	2
Assistant lampist				2		2	2
Assistant to electrician	1		1				1
Blacksmith				6		6	6
Cabinetmaker	2		2				2
Canvas maker	1		1				1
Carpenter				7		7	7
Chief of ironing room		1	1				1
Chinese watchman				11		11	11
Cook					1	1	1
Dynamo tender	1		1	1		1	2
Electrician				1		1	1
Elevator conductor				13		13	13
Engineer				20		20	20
Engineer and plumber				1		1	1

## NINETEENTH REPORT OF CIVIL SERVICE COMMISSION. 227

TABLE 10.—Showing the number of persons of each sex appointed from the several kinds of competitive and noncompetitive educational examinations in the Departmental Service, etc.—Continued.

Kind of examination.	In Washington.			Outside Washington.			Grand total.
	Male.	Female.	Total.	Male.	Female.	Total.	
COMPETITIVE—continued.							
Without educational tests—Continued.							
Fireman	16		16	52		52	68
Janitor-fireman				6		6	6
Fireman-watchman				10		10	10
Foreman of building				2		2	2
Foreman of cutters				1		1	1
General mechanic	1		1				1
Inspector of mail bags	1		1				1
Janitor				6		6	6
Laundryman				1		1	1
Locksmith	1		1				1
Machinist	2		2	2		2	4
Marine engineer				7		7	7
Master				4		4	4
Master and pilot				4		4	4
Mate				1		1	1
Pilot				2		2	2
Plate cleaner	1		1				1
Plate printer	153		153				153
Plumber	2		2	11		11	13
Rodman				2		2	2
Sailmaker	1		1				1
Tailor				1		1	1
Telephone lineman				1		1	1
Tinsmith				1		1	1
Watchman				9		9	9
Watchman-laborer				1		1	1
Wheelwright				3		3	3
Wireman	1		1	3		3	4
Government Hospital for the Insane—							
Attendant	62	32	94				94
Baker	2		2				2
Cook		3	3				3
Dietitian		1	1				1
Foreman of laborers	1		1				1
Housekeeper		1	1				1
Painter	1		1				1
Seamstress		3	3				3
Telephone operator		2	2				2
Wood turner	1		1				1
Total	251	43	294	194	1	195	489
NONCOMPETITIVE.							
[For transfer under Rule X.]							
With educational tests:							
Assistant custodian-janitor				1		1	1
Assistant examiner, Patent Office	1		1				1
Assistant superintendent, registry system							
Clerk	22	31	53	11	1	12	65
Copyist				1		1	1
Engineer	1		1				1
Junior civil engineer				1		1	1
Map printer	1		1				1
Post-office inspector				9		9	9
Route inspector				2		2	2
Skilled laborer		1	1				1
Stenography and typewriting	1	1	2	1	1	2	4
Stock examiner				1		1	1
Typewriting				1		1	1
Total	26	33	59	29	2	31	90
Without educational tests:							
Engraver	2		2				2
Janitor-fireman				1		1	1
Total	2		2	1		1	3
SUMMARY.							
Competitive, with educational tests	453	423	876	738	59	847	1,723
Competitive, without educational tests	251	43	294	194	1	195	489
Noncompetitive, for transfer under Rule X, with educational tests	26	33	59	29	2	31	90
Noncompetitive, for transfer under Rule X, without educational tests	2		2	1		1	3
Total	732	499	1,231	1,012	62	1,074	2,306







[illegible]



TABLE 11.—Approximate number of appointments in the Departmental Service, exclusive of the Railway Mail and Indian services, made from the different kinds of examinations for which educational tests are required, for each fiscal year from 1884 to 1902.—Continued.

Kind of examination.	1884.	1885.	1886.	1887.	1888.	1889.	1890.	1891.	1892.	1893.	1894.	1895.	1896.	1897.	1898.	1899.	1900.	1901.	1902.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER—Continued.																				
Medical examiner, Pension Office.			6	6	1	2		21	3											39
Medical sciences.	1																			1
Mineral draftsman.						3	1													1
Nautical expert.			3			3			1	2	2	5	2	1		3	4	5	2	31
Nautical science.			1																	2
Naval science.			1		1		1													6
Ornithological draftsman.																				2
Pension examining surgeon.											1					1				6
Photographer.																				2
Photomechanical engraver.																				1
Physicist.																				2
Plant pathologist.																				3
Plant physiologist.																				3
Portrait and vignette engraver.																				3
Preparator in vertebrate paleontology.																				1
Preparator division of stratigraphic paleontology.																				2
Preparator of specimens.																				1
Principal pension examiner.			2	5	2	2									2					12
Qualified surgeon.							2				2									11
Road expert.												1			1					4
Sanitary climatologist.																				1
Sanitary inspector.																				1
Scientific assistant.													4				9	9	25	43
Scientific aid, Department of Agriculture.																	1			1
Script engraver.																				1
Secretary, National Bureau of Standards.																				1
Senior assistant physician, Government Hospital for the Insane.																	1	1		2
Sericulturist.			1	1																2
Shipping commissioner.																				1
Soil analyst.															1					2
Soil chemist.																				1
Special agent.			85	40	60	10	42	29		3	1	1			1	1	1	4		9
Special pension examiner.	114									33	24				1	2				45
Special printer.																				2
Special Treasury agent.																				1
Square-letter engraver.																				1
State statistical agent.																				1
Statistical field agent.																				1
Steel inspector.																				1
Superintendent of construction.																				1
Superintendent of farms and transportation.																	4	13	3	20













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TABLE 12.—*Removals, resignations, deaths, and reinstatements, among those appointed through examination, in the Departmental service, exclusive of the Railway Mail and Indian services and the Engineer Department at large, for the fiscal year ended June 30, 1902.*

Department, bureau, office, or commission.	Removed.			Resigned.			Died.			Total.			Reinstated.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
IN WASHINGTON, D. C.															
State			1		1	1		1	1	2		2			
Treasury	a13	4	17	67	9	76	4	3	7	84	16	100	19	3	22
Printers' assistants	b10	10	20	115	115	230	5	5	10	130	130	260	37		37
War	c2	2	2	21	21	42	3	3	6	26		26	1		1
Navy			13	1	14	2		2	2	15	1	16	1		1
Post-Office		6	6	3	9	1	1	2	7	4	11	3	1	4	4
Interior	5	1	6	56	7	63	7	3	10	68	11	79	7		7
Justice			1		1	1			1	1		1			
Agriculture	1		1	36	2	38	1		1	38	2	40	3		3
Labor			3	3	3	6				3		3	1		1
Fish			3	3	3	6				3		3			
Civil service			5	5	5	10				5		5	1		1
Smithsonian Institution	1		1	2	2	4	1	1	2	3	1	4			
Superintendent State, War, and Navy Department building				1	1	2				1		1			
Total in Washington, D. C.	22	15	37	215	137	352	19	13	32	256	165	421	36	41	77
OUTSIDE WASHINGTON, D. C.															
Treasury:															
Contingent force upon public buildings				2	2	4				2		2	1		1
Assistant custodian and janitor service	16		16	35	35	70	1	1	2	52		52	1		1
Light-House Service	d11	11	22	70	1	71	5		5	86	1	87	2		2
Life-Saving Service	e13	13	26	47	47	94				60		60	15		15
Immigration service	3		3	15	15	30	2		2	20		20			
Steamboat-Inspection Service				3	3	6				3		3			
Mint and assay service	1		1	2	2	4	1		1	4	2	6			
Marine-Hospital Service	24		24	282	282	564				306		306	27		27
General Appraisers'				1	1	2				1		1			
Subtreasury service				1	1	2	1		1	2	1	3			
Miscellaneous		1	1	2	2	4				2	1	3			
War:															
Quartermaster's	f16	16	32	36	36	72	2		2	54		54	1		1
Ordinance	g92	92	184	88	88	176	3		3	183		183			
Headquarters of the Army	h2	2	4	6	6	12				8		8			
Navy:															
Navy-yards, naval stations, etc.	i10	10	20	83	83	166				93		93	5		5
Post-Office	1		1	6	6	12				7		7			
Interior:															
Pension agency service	j1	1	2	3	3	6				6	4	10			
Land service	k5	5	10	12	12	24				17	2	19	2		2
Government Hospital for the Insane	l22	m3	25	43	18	61				65	21	86	5	2	7
Freedmen's Hospital				1	1	2				1	1	2			
Justice:															
Penitentiaries	n1	1	2	8	8	16	1		1	10		10			
Agriculture	o4	4	8	27	27	54	4		4	35	4	39	3		3
Total outside Washington, D. C.	221	5	226	776	32	808	20		20	1,017	37	1,054	62	2	64

a One plate printer dropped at end of probation.

b One printer's assistant dropped at end of probation and one removed during probation.

c One dropped at end of probation.

d Two removed during probation.

e One dropped at end of probation.

f Four dropped at end of probation. Four removed during probation.

g Fifty-six removed during probation, most removals being due to condition of work.

h One dropped at end of probation.

i Six removed during probation.

j One dropped at end of probation.

k One dropped at end of probation.

l Seven removed during probation and one dropped at end of probation.

m One female removed during probation.

n One removed during probation.

o One dropped at end of probation.

TABLE 13.—Showing, by sex, the number of appointments, separations, reinstatements, and the number of persons remaining in the service of those appointed to the Departmental Service through competitive examination, exclusive of the Railway Mail and Indian services, and those appointed through noneducational examinations in the Engineer and Ordnance departments at large, War Department, and in the Life-Saving, Light-House, and Marine-Hospital services, Treasury Department, and in the Government Hospital for the Insane, Interior Department, from July 16, 1883, to June 30, 1902.

Period.	Appointments.			Separations.					
	Male.	Female.		Removed.					
		Other than printers' assistants.	Printers' assistants.	Female.					
				Male.		Other than printers' assistants.		Printers' assistants.	
				Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
July 16, 1883, to June 30, 1887...	1,085	171	-----	90	8.2	4	2.5	-----	-----
July 1, 1887, to June 30, 1888...	301	51	-----	32	2.6	-----	-----	-----	-----
July 1, 1888, to June 30, 1889...	263	75	49	92	6.5	2	.8	-----	-----
July 1, 1889, to June 30, 1890...	385	51	121	32	1.9	-----	-----	1	0.6
July 1, 1890, to June 30, 1891...	829	157	166	25	1	2	.4	4	1.4
July 1, 1891, to June 30, 1892...	267	89	122	19	.8	3	.6	6	1.5
July 1, 1892, to June 30, 1893...	226	69	70	63	2.4	9	1.6	7	1.6
July 1, 1893, to June 30, 1894...	255	18	113	76	2.9	3	.5	80	18
July 1, 1894, to June 30, 1895...	231	19	160	112	4.1	10	1.7	18	3
July 1, 1895, to June 30, 1896...	314	9	119	27	.9	-----	-----	15	2.2
July 1, 1896, to June 30, 1897...	569	50	47	86	2.5	4	-----	3	.4
July 1, 1897, to June 30, 1898...	810	242	138	110	2.7	4	.5	-----	-----
July 1, 1898, to June 30, 1899...	1,214	93	170	88	1.7	9	1	1	.1
July 1, 1899, to June 30, 1900...	996	101	293	55	1.1	3	.3	4	.4
July 1, 1900, to June 30, 1901...	1,131	102	214	63	1	5	.5	12	1
July 1, 1901, to June 30, 1902...	1,464	94	388	71	1	7	.7	10	.7
July 16, 1883, to June 30, 1902.....	10,350	1,391	2,170	1,041	-----	61	-----	161	-----

Period.	Separations.									Reinstatements.		
	Resigned.						Died.			Female.		
	Female.						Male.			Male.		
	Male.		Other than printers' assistants.		Printers' assistants.		Male.		Female.		Other than printers' assistants.	
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
July 16, 1883, to June 30, 1887...	71	6.8	7	4.4	-----	-----	21	1.9	1	0.6	10	-----
July 1, 1887, to June 30, 1888...	54	4.4	3	1.4	-----	-----	5	.4	1	.8	6	-----
July 1, 1888, to June 30, 1889...	79	5.6	9	3.3	3	6.5	8	.6	2	1.7	17	-----
July 1, 1889, to June 30, 1890...	110	6.7	19	6.2	10	6.4	8	.5	-----	-----	25	-----
July 1, 1890, to June 30, 1891...	128	5.5	8	1.8	32	7.4	11	.5	-----	-----	17	1
July 1, 1891, to June 30, 1892...	119	4.8	16	3	25	6.5	11	.4	-----	-----	28	4
July 1, 1892, to June 30, 1893...	136	5.3	23	4.1	28	6.6	28	1.1	-----	-----	31	2
July 1, 1893, to June 30, 1894...	97	3.7	15	2.6	32	7	9	.3	1	.9	36	1
July 1, 1894, to June 30, 1895...	77	3.1	16	2.8	24	5.5	5	.2	1	.5	43	8
July 1, 1895, to June 30, 1896...	64	2.2	21	3.7	35	5.1	15	.5	3	.5	21	5
July 1, 1896, to June 30, 1897...	62	1.9	9	1.5	25	3.7	13	.4	2	.2	22	3
July 1, 1897, to June 30, 1898...	181	4.4	19	2.3	41	5	15	.4	2	.1	53	3
July 1, 1898, to June 30, 1899...	227	4.5	41	4	49	5.3	21	.4	8	.4	99	6
July 1, 1899, to June 30, 1900...	180	3.6	26	3	80	8	14	.3	11	.6	52	6
July 1, 1900, to June 30, 1901...	302	4.7	31	3.1	103	8.4	38	.6	6	.3	66	3
July 1, 1901, to June 30, 1902...	460	6.3	34	3.2	115	7.5	31	.4	13	.6	39	4
July 16, 1883, to June 30, 1902.....	2,347	-----	297	-----	592	-----	253	-----	654	-----	570	46

\*Twenty-four were printers' assistants.



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TABLE 13.—Showing, by sex, the number of appointments, separations, reinstatements, etc.—Continued.

Period.	Remaining in service.						Total.			Remaining in service.	
	Male.		Female.				Appointments.	Separations.	Reinstatements.		
			Other than printers' assistants.		Printers' assistants.						
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.				Number.	Per cent.
July 16, 1883, to June 30, 1887	923		159	93			1,296	194	10	1,082	85
July 1, 1887, to June 30, 1888	1,139	93	207	98			352	96	8	1,346	93
July 1, 1888, to June 30, 1889	1,240	87	271	95	46	94	387	195	19	1,557	89
July 1, 1889, to June 30, 1890	1,500	91	305	94	156	93	557	180	27	1,961	91
July 1, 1890, to June 30, 1891	2,182	93	453	98	296	92	1,152	200	18	2,931	94
July 1, 1891, to June 30, 1892	2,328	94	527	95	358	95	478	199	33	3,243	94
July 1, 1892, to June 30, 1893	2,358	91	596	97	427	92	365	294	37	3,351	92
July 1, 1893, to June 30, 1894	2,467	90	596	95	436	80	396	313	45	3,469	91
July 1, 1894, to June 30, 1895	2,547	94	558	95	561	94	410	295	52	3,696	94
July 1, 1895, to June 30, 1896	2,776	97	548	96	644	94	442	180	41	3,969	95
July 1, 1896, to June 30, 1897	3,218	96	602	96	695	97	666	214	32	4,469	95
July 1, 1897, to June 30, 1898	3,780	94	813	97	768	95	1,190	372	65	5,350	95
July 1, 1898, to June 30, 1899	4,493	92	859	94	888	94	1,477	444	110	6,494	93
July 1, 1899, to June 30, 1900	5,544	94	932	96	1,120	90	1,300	373	68	7,596	94
July 1, 1900, to June 30, 1901	6,358	95	1,000	96	1,228	90	1,447	590	101	8,584	92
July 1, 1901, to June 30, 1902	7,299	93	1,049	96	1,523	91	1,946	741	80	9,841	93
July 16, 1883, to June 30, 1902							13,911	4,820	746	9,841	71

The number of persons, nearly all of whom are males, appointed through noneducational examinations during the year is as follows: In the Engineer Department at large, 976; in the Ordnance Department at large, 374; in the Light-House Service, 312; in the Life-Saving Service, 234; in the Marine-Hospital Service, 284; in the Government Hospital for the Insane, 110; miscellaneous, 28; total, 2,318. The number appointed through noneducational examinations during previous years in the branches of the service mentioned was 11,473, making a total of this class of appointments of 13,791, which, added to the number shown in the above table, makes a grand total of 27,702 appointments, through examination, to the Departmental Service, exclusive of the Railway-Mail and Indian services.

TABLE 14.—Showing the number of reinstatements under the provisions of Rule IX in the Departmental Service during the year ended June 30, 1902.

Provision of rule under which reinstated, and period in which separation occurred.	Washington, D. C.							
	Treasury.	War.	Navy.	Post-office.	Interior.	Agriculture.	Labor.	Civil Service Commission.
Nonveterans, less than one year	102	12	2	9	9	12	1	1
Veterans: a								
Since March 3, 1897	5	12			3	12		
March 4, 1893, and March 3, 1897	1	1						
March 4, 1899, and March 3, 1893	2							
July 16, 1883, and March 3, 1889	2				1			
More than twenty years	2				12			
Persons removed upon charges which re-investigation proved untrue:								
Since March 3, 1897	12				1			
March 4, 1893, and March 3, 1897	1				1			
March 4, 1899, and March 3, 1893								
July 16, 1883, and March 3, 1889								
More than twenty years					1			
Persons separated by specific reduction of force required by law:								
Since March 3, 1897	1				1			
March 4, 1893, and March 3, 1897		1						
March 4, 1899, and March 3, 1893								
July 16, 1883, and March 3, 1889								
More than twenty years	1							
Total	125	6	2	9	19	4	1	1

a 10 widows of veterans included.

TABLE 14.—Showing the number of reinstatements under the provisions of Rule IX in the Departmental Service, etc.—Continued.

Provision of rule under which reinstated, and period in which separation occurred.	Outside Washington, D. C.									
	Treasury.	War.	Navy.	Post-Office. <sup>a</sup>	Interior. <sup>b</sup>	Agriculture.	Fish Commission.	Indian Service.	Railway Mail Service.	Grand total.
Nonveterans, less than one year .....	61	8	7	7	13	7	1	117	c 46	395
Veterans:										
Since March 3, 1897 .....	3	1	1						2	19
March 4, 1893, and March 3, 1897 .....	12		2						1	17
March 4, 1899, and March 3, 1893 .....	8								2	12
July 13, 1893, and March 3, 1899 .....	2									5
More than twenty years .....	1								2	13
Persons removed upon charges which re- investigation proved untrue:										
Since March 3, 1897 .....					1					4
March 4, 1893, and March 3, 1897 .....										2
March 4, 1899, and March 3, 1893 .....										
July 13, 1893, and March 3, 1899 .....										1
More than twenty years .....										
Persons separated by specific reduction of force required by law:										
Since March 3, 1897 .....		1	1							4
March 4, 1893, and March 3, 1897 .....	1								2	2
March 4, 1899, and March 3, 1893 .....									1	
July 13, 1893, and March 3, 1899 .....										1
More than twenty years .....										
Total .....	88	10	11	7	14	7	1	117	c 53	475

<sup>a</sup> Exclusive of the Railway Mail Service.

<sup>b</sup> Exclusive of the Indian Service.

<sup>c</sup> Includes substitutes.

Number of certificates canceled, 15.

Number of certificates issued during year to cover reinstatements inadvertently made during past years, 2.

Declined reinstatement, 11.

TABLE 15.—Showing the number of transfers to the Departmental Service, by  
of the service and position from which transfer was

[illegible]





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department or branch of the service and position, with the department or branch during the fiscal year ended June 30, 1902—Continued.

[illegible]

**TABLE 15.**—*Showing the number of transfers to the Departmental Service, by of the service and position from which transfer was made*

	Department or branch of the service from which transferred.							
Department or branch of the service to which and position to and from which transferred.		Treas- ury.	War.	Navy.	Post-Office.	In- terior.		
		State, inside.  Inside. Outside.	Inside. Outside.	Inside. Outside.	Inside. Outside.	Inside. Outside.	Inside. Outside.	Inside. Outside.
<b>IN WASHINGTON, D. C.—continued.</b>								
<b>Interior—Continued.</b>								
Clerk from supervisor of Indian schools .....								
Copyist from assistant clerk .....								
Copyist from assistant warehouseman .....								
Copyist from clerk .....				1				3
Copyist from copyist .....				1				
Copyist from messenger boy .....						1		
Copyist from record clerk .....								
Copyist from register's and receiver's clerk .....								1
Copyist from stenographer and typewriter .....								2
Engraver from copper plate map engraver .....						2		
Map printer from map printer's assistant .....						1		
Messenger from assistant map printer .....						2		
Messenger from messenger boy .....						1		
Messenger boy from messenger boy .....						1		
Watchman from watchman.....	1							
<b>Agriculture:</b>								
Assistant from computer .....			1					
Assistant statistician from statistical expert .....								
Clerk from clerk .....	2							1
Clerk from expert money counter .....	1							
Clerk from helper .....								
Clerk from observer .....								
Clerk from skilled laborer .....	1							
Clerk and stenographer from clerk .....				1				1
Compositor from printer .....								
Copyist from observer .....								
Folder and feeder from assistant map printer .....						1		
Lithographer from lithographer .....								
Messenger from messenger boy .....								
Observer from clerk .....			1					
Printer from compositor .....								
Stenographer and typewriter from steno- grapher and typewriter .....							1	
Stock examiner from watchman .....		1						
Tagger from industrial teacher .....								
<b>Justice:</b>								
Clerk from clerk .....			1					
Clerk from copyist .....				1				
Copyist from clerk .....				1				
Copyist from stenographer .....								
Copyist from writer .....	1							
Engineer from assistant engineer .....								
<b>Labor:</b>								
Clerk from clerk .....								
Clerk from copyist .....	1							
Clerk from teacher .....								
Copyist from copyist .....							1	
Expert from clerk .....					1			
Expert from copyist .....					1			
<b>Interstate Commerce Commission:</b>								
Clerk from clerk .....	1							1
Stenographer and typewriter from special laborer .....					1			
<b>Civil Service Commission:</b>								
Clerk from copyist .....							1	
<b>Smithsonian Institution:</b>								
Administrative aid from assistant in charge .....								
Aid from aid .....								
Clerk from clerk .....	1							







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TABLE 15.—Showing the number of transfers to the Departmental Service, by of the service and position from which transfer was made

Department or branch of the service to which and position to and from which transferred.	Department or branch of the service from which transferred.							
	Treasury.		War.		Navy.		Post-Office.	
	State.		Inside.		Inside.		Inside.	
	Inside.	Outside.	Inside.	Outside.	Inside.	Outside.	Inside.	Outside.
<b>IN WASHINGTON, D. C.—continued,</b>								
<b>Smithsonian Institution—Continued.</b>								
Clerk from coxswain.....								
Watchman from clerk.....					1			
State, War, and Navy Department Building:								
Watchman from clerk.....	1							
Watchman from watchman.....								1
<b>Total in Washington, D. C.</b> .....	<b>2</b>	<b>67</b>	<b>12</b>	<b>17</b>	<b>8</b>	<b>14</b>	<b>25</b>	<b>9</b>
<b>OUTSIDE WASHINGTON, D. C.</b>								
<b>Treasury:</b>								
Aid from deck officer.....			1					
Assistant curator from assistant, Coast and Geodetic Survey.....	1							
Assistant messenger from messenger.....								
Chinese inspector from clerk.....								1
Chinese inspector from inspector of customs.....								
Chinese watchman from opener and packer.....								
Clerk from clerk.....	2				1			1
Clerk from clerk and messenger.....	1							
Clerk from deck officer.....	1							
Clerk from special agent.....								
Computer from assistant, Nautical Almanac Office.....					1			
Engineer from engineer.....			1					
Fireman from steam fitter.....			1					
Foreman of machinists from foreman of machinists.....			1					
Immigrant inspector from clerk.....	1							
Immigrant inspector from special inspector.....			1					
Janitor from janitor.....								
Janitor-fireman from elevator conductor.....	1							
Matron and typewriter from stenographer.....								
Pharmacist from pharmacist.....			1					
Register clerk from skilled helper.....	4							
Stenographer and typewriter from stenographer and record clerk.....								
Superintendent from junior engineer inspector.....					1			
Superintendent of construction from assistant inspector of steel.....						1		
Superintendent of construction from designer.....	1							
Superintendent of construction from draftsman.....	1							
Superintendent of construction from senior architectural draftsman.....	1							
Watchman from storekeeper.....								
Watchman from watchman.....							2	
Writer from deck officer.....								
<b>War:</b>								
Clerk from clerk.....			1	1	5			1
Clerk from copyist.....						1		
Computer from draftsman.....					1	2		
Engineer from steam engineer.....						1		
Foreman of mechanics from recorder.....								
Inspector of dredges from ship draftsman.....							1	
Junior civil engineer from aid.....	1							
Junior engineer from draftsman.....								
Meat inspector from inspector.....						1		
Messenger from messenger.....								
Messenger from watchman.....						3		



**TABLE 15.**—*Showing the number of transfers to the Departmental Service, by of the service and position from which transfer was made*

[illegible]



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TABLE 15.—Showing the number of transfers to the Departmental Service, by of the service and position from which transfer was made

Department or branch of the service to which and position to and from which transferred.	Department or branch of the service from which transferred.							
	Treasury.		War.		Navy.		Post-Office.	
	State, inside.	State, outside.	Inside.	Outside.	Inside.	Outside.	Inside.	Outside.
OUTSIDE WASHINGTON, D. C.—continued.								
Railway Mail Service—Continued.								
Clerk from post-office inspector							1	
Clerk from stamper and general-delivery clerk								
Total outside Washington, D. C.	2	19	10	12	2	19	9	4
Total inside Washington, D. C.	2	67	12	17	8	14	25	9
Total inside and outside Washington, D. C.	2	86	22	19	27	23	14	10
SUMMARY.								
[Inside Washington, D. C.]								
Transferred to—								
State								
Treasury	1	47	8	5	2	3	8	3
War								
Navy								
Post-Office								
Interior								
Agriculture								
Justice								
Labor								
Interstate Commerce Commission								
Civil Service Commission								
Smithsonian Institution								
State, War, and Navy Department building	1	1						
Total (inside)	2	67	12	17	8	14	25	9
[Outside Washington, D. C.]								
Transferred to—								
Treasury								
War								
Navy								
Post-Office								
Interior								
Agriculture								
Justice								
Indian Service								
Railway Mail Service								
Total (outside)		19	10	2	19	9	4	5

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department or branch of the service and position, with the department or branch during the fiscal year ended June 30, 1902—Continued.

Department or branch of the service from which transferred.																					
Agriculture.		Justice.		Labor, inside.	Fish Commission.		Interstate Commerce Commission, inside.	Civil Service Commission, inside.	Smithsonian Institution, inside.	State, War, and Navy Department building, inside.	Indian Service, outside.	Railway Mail Service, outside.	Government Printing Office, inside.	Internal Revenue Service, outside.	Customs service, outside.	Post-Office Service, outside.	Philippine service, outside.	Executive Mansion, inside.	Total.		
Inside.	Outside.	Inside.	Outside.		Inside.	Outside.													Inside.	Outside.	Grand total.
9		1		1	1			2	2		2	13	2	1	7	34	1		61	97	158
10	9		1	1	3	1	1	3	3	6	12	3	24	3	7	21	2	5	214	330	
19	9	1	1	2	4	1	1	5	5	6	14	16	26	4	7	55	3	5	275	488	
2																8	1	2	6	6	
1											3					1			39	5	136
3										1									4	14	18
1	9			1	1				1		2	1	3			8	1		24	19	43
1										1	5	2	4			3		3	36	18	54
							1				1								14	14	28
																			5	4	6
																			4	2	6
					2	1										1			2	1	3
																			1	5	1
																			2	3	8
10	9		1	1	3	1	1	3	3	6	12	3	24	3		21	2	5	214	330	
1				1	1				2			1			7	2	1		21	42	
																			8	18	26
																			2	2	4
																			8	20	28
																			4	9	13
		1											1						6	1	7
																			1	2	3
																			10	1	10
																			1	24	25
9		1		1	1			2	2		2	13	2	1	7	34	1		61	97	158

TABLE 10.—Showing, by Executive Departments and independent offices, the number of appointments, by original appointment, transfer, and reinstatement, to positions in the classified Departmental Service, in Washington, D. C., from July 16, 1883, to June 30, 1902.

Department, office, or commission.	Year ended June 30—											
	1883-1887.			1888.			1889.			* 1890.		
	Appointed.	Reinstated.	Transferred.	Appointed.	Reinstated.	Transferred.	Appointed.	Reinstated.	Transferred.	Appointed.	Reinstated.	Transferred.
White House.....	9			3	1		3	1				
State.....												
Treasury.....	343	2		63	7	2	93	11		165	1	
Coast and Geodetic Survey.....												
Supervising Architect's.....												
Total Treasury.....	343	2		63	7	2	93	11		165	1	
War.....	214	1	4	100	2	10	93	6	13	118	5	16
Justice.....	6											
Post-Office.....	129		1	20	4		26		3	53	18	8
Post-office Inspectors.....							6	4	8	38	14	
Navy.....	16			9	1		23	1	1	17	1	2
Interior.....	14	1		1	1		5		10	14	4	
Indian.....	4	1		5			5	4	9	11	2	
Geological Survey.....	14	1					12			12		
Land.....	5	9	3	16	10	1	13	17	8	30	8	9
Patent.....	40	4	2	18	5		40	8	5	51	1	3
Pension.....	406	8	6	100	18	2	46	16	26	61	31	98
Total Interior.....	542	30	11	147	29	8	118	40	58	173	46	110
Agriculture.....												
Labor.....	10			7	2		10			12	1	6
Fish.....							4	1	1	9		
Interstate Commerce.....												
Civil Service.....												
Smithsonian Institution.....				2			2	1		4	2	
State, War, and Navy building.....												
Total by years.....	1,296	33	16	351	47	20	388	72	107	569	130	227
										1,184	132	107
										497	65	98
										393	59	114
										386	138*	136

\* The large number of appointments in 1891 was due to the pension legislation known as the act of June 27, 1890.

[illegible]



## INDIAN SERVICE.

## HISTORICAL SKETCH.

The Secretary of the Interior, by direction of the President, on April 13, 1891, classified physicians, school superintendents, assistant superintendents, school teachers, and matrons in the Indian Service; and the President promulgated rules applying the civil-service act to such positions, to take effect October 1, 1891. The rules became effective on March 1, 1892, the President having set forward the date on representations of the Commission that complete arrangements could not be made sooner.

On May 11, 1894, assistant teachers were classified, and provision was made for the appointment of Indians nominated for the positions of assistant teachers upon their passing a noncompetitive examination, and on November 2, 1894, the rules were amended to permit certificates of graduation from certain schools to stand in place of examination for noncompetitive positions.

In its report for 1894 the Board of Indian Commissioners recommended the extension of the classified service to the entire Indian Service, and the Secretary of the Interior made a similar recommendation in his report for 1895.

An Executive order dated March 20, 1896, directed the Secretary of the Interior to amend the classification of his department so as to include among the positions classified and subject to competitive examination all clerical positions at Indian schools and agencies, also the positions of supervisor of Indian schools, day school inspector, disciplinarian, industrial teacher, teacher of industries, kindergarten teacher, farmer, nurse, assistant matron, and seamstress. Indians were made eligible to appointment to any of said positions without examination, upon any test of fitness required by the Secretary of the Interior.

By the rules of May 6, 1896, which applied to the entire classified service, the rules for the Indian Service were superseded. Indians employed in the Indian Service at large were excepted from the requirements of examination, except those employed as superintendents, teachers, teachers of industries, kindergartners, and physicians, appointments to the positions named being subject to noncompetitive examination. By the revision of the rules on May 29, 1899, 1,972 Indian employees who had been excepted from the requirement of examination under Rule VI were transferred to Rule III, paragraph 8 (e), a change which made no essential alteration of their status.

The following extract concerning Indian school employees is from the Report of the Commissioner of Indian Affairs for the fiscal year ended June 30, 1901:

"The earnest endeavor of this office has been, and is constantly, to improve the morale of the Indian school service, and to secure persons who are fitted by natural aptitude and training to carry on the arduous work of Indian civilization. It is especially gratifying to hear the words of commendation passed upon this band of faithful workers by those who contrast the present corps with that of the past.

"The duties of the several positions in the school service are many and difficult. While bearing a relation to ordinary public-school work, it is more exacting and confining. The hours are longer and the duties more varied. Hence the qualifications that bring success in a white school are not an absolute criterion of the success a public school teacher will have in this branch.

"Employees are required to look carefully after the culture and morality of the pupils in the class rooms, dormitories, and at the workbenches. The Indian's education does not comprise the circle of class-room duties alone, but the wider one of home life in all its features.

"*The term at Indian schools is practically twelve months. During all this time*

the watchful eye of the employee must be upon the pupils committed to his charge. This constant supervision requires what, under other circumstances, might seem an unusually large force. There were employed during the year 2,208 persons, of which number 1,529 were white and 679 Indians. The annual salaries range from \$100 to \$2,000. The positions are divided as follows: Supervisors, 5 white; superintendents, 104 white; clerks, 41 white and 14 Indian; physicians, 23 white, 1 Indian; disciplinarians, 10 white, 17 Indian; teachers, 411 white, 72 Indian; kindergartners, 57 white, 2 Indian; manual-training teachers, 7 white; matrons, 105 white, 9 Indian; assistant matrons, 76 white, 58 Indian; nurses, 24 white, 4 Indian; seamstresses, 95 white, 65 Indian; laundresses, 73 white, 88 Indian; industrial teachers, 71 white, 39 Indian; cooks and bakers, 124 white, 90 Indian; farmers, 45 white, 29 Indian; blacksmiths and carpenters, 52 white, 12 Indian; engineers, 32 white, 23 Indian; tailors, 13 white, 5 Indian; shoe and harness makers, 22 white, 15 Indian; Indian assistants, 50. In addition to these there were employed several hundred pupils, at salaries ranging from \$1 to \$5 per month as apprentices in various trades, etc. Miscellaneous positions, 139 white, 86 Indian."

TABLE 17.—*Showing changes in the Indian service among those appointed through examination and certification.*

[The rules went into effect in the Indian service on March 1, 1902.]

Positions.	Mar. 1, 1902, to June 30, 1902.				July 1, 1901, to June 30, 1902.			
	Appointments.	Separations.			Appointments.	Separations.		
		Removals.	Resignations.	Deaths.		Removals.	Resignations.	Deaths.
Additional farmer	16	3	2					
Assistant clerk	12	3	5		3		2	
Assistant clerk and telegraph operator	2		1					
Assistant farmer	2							
Assistant matron	32	1	12		4			
Assistant superintendent	1							
Assistant teacher	28		5					
Baker	26		15		4		7	3
Blacksmith	40	5	15	1	3	1	5	1
Blacksmith and engineer	1			1				
Blacksmith and horseshoer	1							
Blacksmith and wagon maker	1							
Blacksmith and wheelwright	1							
Bookkeeper	3	1			3	1		
Butcher	5	1	1					
Carpenter	72	3	18	1	3	18	6	2
Carpenter and blacksmith	1		2				1	
Carpenter and engineer	1							
Carpenter and joiner	1							
Carpenter and wheelwright	1							
Clerk	18	2	14		3		6	2
Compositor	2			1	1			
Constable	16	3	4		2		1	1
Cook	156	1	67	1	12	35	29	6
Cook and laundress	3		2		1			1
Dairyman	2							
Disciplinarian	10		3		1		3	1
Drawing teacher	1							
Electrician	1							
Engineer and assistant engineer	56	3	25		6	20	10	3
Engineer and electrician	2		1					
Engineer and sawyer	1		1				1	
Farmer	42	4	19		3	14	7	2
Farmer and carpenter	1		1					
Gardener	11		2		1		2	1
Gardener and dairyman	2				1			
General housekeeper	4		2				2	
General mechanic	4		1		1		1	

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TABLE 17.—*Showing changes in the Indian service among those appointed through examination and certification—Continued.*

Positions.	Mar. 1, 1892, to June 30, 1902.				July 1, 1901, to June 30, 1902.			
	Appointments.	Separations.			Appointments.	Separations.		
		Removals.	Resignations.	Deaths.		Removals.	Resignations.	Deaths.
Herder	1							
Industrial teacher	60	2	23		4	27	1	12
Inspector of wagons and wagon materials	2							
Issue clerk	5		1		1			
Kindergartner	68		26		10	4	5	
Laundress	105		46		7	27	17	
Laundryman	1							
Leather worker	4		2					
Manual-training teacher	6		5		2		3	
Matron	202	18	120	3	19	32	53	
Miller					1			
Millwright	1							
Music teacher	6		3				1	
Nurse	22		11	2	4	3	5	1
Nurseryman	2		1	1				
Painter	2				1			
Physician:								
Male	103	10	49	2	17	8	1	9
Female	1							
Property and forwarding clerk	11		4				3	
Sawyer	6		4		4		1	
Sawyer and miller	83	1	32		6	21	13	
Seamstress	11		4		1	3	3	
Shoe and harness maker	7							
Shoemaker	4		1					
Sloyd teacher	1							
Spanish language	5				3			
Stenographer								
Stenographer and forwarding clerk	2							
Stenographer and typewriter	3							
Stockman	1							
Storekeeper	6		1		2		1	
Superintendent:								
Male	30	12	22	1	4		1	5
Female	1							
Tailor	16		7		2		1	
Teacher:								
Male	286	30	95	4	33	30	23	
Female	288	24	130	4	58	27	24	1
Teacher of industries	1				1			
Teachers—Indians, nonecompetitive examination:								
Male	2							
Female	2		2					
Typewriting	2							
Wagon maker	1							
Wheelwright	6		2		1	4	1	
Total	1,946	127	818	22	218	323	8	245

## RAILWAY MAIL SERVICE.

## HISTORICAL SKETCH.

On December 31, 1888, the Postmaster-General issued an order, by direction of the President, subject to "An act to designate, classify, and fix the salaries of persons in the Railway Mail Service," approved July 31, 1882, and in accordance with the third clause of section 6 of the civil-service act, arranging employees in the Railway Mail Service in classes subject to the civil-service rules.

President Cleveland, on January 4, 1889, approved rules for this service to take effect on March 15, 1889. President Harrison, on March 11, 1889, fixed May 1, 1889, as the date when the rules should become operative, the Commission having informed him that it would not be possible to complete arrangements for putting the rules into effect at an earlier date. May 1, 1889, is therefore regarded as the date of inclusion of the service under civil-service rules. The number of employees on December 31, 1888, was 5,320, of which number 2,300 were removed between March 4, 1889, and May 1, 1889, while the operation of the rules was suspended, and their places were filled without examination.

On May 6, 1896, this service, which had previously existed as coordinate with the departmental service, was included by revision in the departmental service, and its rules were superseded by general rules adopted on that date for the whole classified service.

The following paragraphs are quoted from the Report of the General Superintendent of the Railway Mail Service for 1901:

The growth the Railway Mail Service has made in efficiency can best be illustrated by comparing the records of the year ending June 30, 1877, with the records ending June 30, 1901. During the former year the force employed in the Railway Mail Service numbered 2,500, and these distributed 864,732,927 pieces of mail matter, making one error to every 3,264 pieces distributed correctly. In the latter year the force employed numbered 8,979, and these distributed 14,181,224,420 pieces of mail matter, making one error to every 10,626 pieces distributed. This shows a per cent increase in mail matter distributed of 1,539.95; per cent of increase in efficiency, 222.48; per cent of increase in force, 259.12. This great growth is due to the increase in our population and in the development of the country in every direction, and the increase in efficiency is the result of training and discipline, experience, wise selection of employees under the civil-service regulations, and retention in the service of those who have proved themselves to be efficient.

The advantages which have accrued to the Railway Mail Service by its having been included within the civil-service classification have been the more apparent as time has passed. Considerably more than 70 per cent of those now upon the rolls have obtained their appointments through examination and certification by the Civil Service Commission, and the general excellence of the personnel of the service amply verifies the value of the present system and the tests applied. This has been especially noticeable since the Commission, upon the recommendation of this office, has rejected the applications of all those having physical defects which are held to be of a character that would impair the usefulness of such persons after selection.

The only suggestions which this office has at this time to make in the direction of improvement are two, which have commended themselves after a long experience and observation, namely, that the minimum weight for applicants be advanced from 125 pounds to 135 pounds and the minimum height from 5 feet 4 inches to 5 feet 6 inches. It is thought that these further restrictions upon applicants would not materially reduce the number of eligibles, and, on the other hand, would work a betterment in the physical qualifications and adaptability of the clerks secured.

The suggestions of the General Superintendent of the Railway Mail Service contained in the last paragraph quoted have been approved by the Commission.

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TABLE 18.—Showing, by States, the number of substitute clerks in the Railway Mail Service on June 30, 1902.

State or Territory.	Number.	State or Territory.	Number.
Alabama .....	9	Nevada .....	2
Arizona .....	2	New Hampshire .....	9
Arkansas .....	15	New Jersey .....	27
California .....	32	New Mexico .....	2
Colorado .....	13	New York .....	54
Connecticut .....	18	North Carolina .....	16
Delaware .....	3	North Dakota .....	15
Florida .....	10	Ohio .....	47
Georgia .....	27	Oklahoma .....	6
Idaho .....	4	Oregon .....	9
Illinois .....	43	Pennsylvania .....	35
Indiana .....	33	Rhode Island .....	7
Indian Territory .....	2	South Carolina .....	14
Iowa .....	32	South Dakota .....	7
Kansas .....	33	Tennessee .....	13
Kentucky .....	20	Texas .....	35
Louisiana .....	9	Utah .....	5
Maine .....	16	Vermont .....	5
Maryland .....	22	Virginia .....	31
Massachusetts .....	33	Washington .....	17
Michigan .....	25	West Virginia .....	9
Minnesota .....	20	Wisconsin .....	27
Mississippi .....	9	Wyoming .....	8
Missouri .....	34		
Montana .....	8	Total .....	886
Nebraska .....	18	Total for year ended June 30, 1901 .....	844

TABLE 19.—Showing changes in the substitute force of the Railway Mail Service during the year ended June 30, 1902.

Number on roll June 30, 1901 ..... 844

APPOINTMENTS.

Appointed on examination and certification .....	a 1,183
By transfer from post-offices .....	1
By reinstatement .....	16
By promotion from porter .....	1
	<hr/> 1,151
Total .....	1,905

SEPARATIONS.

Removed .....	15
Resigned .....	99
Declined .....	132
Died .....	9
Dropped .....	3
Canceled .....	3
Permanently appointed .....	848
	<hr/> 1,100

Left on roll June 30, 1902 ..... 886

TABLE 20.—Showing changes in the probationary force of the Railway Mail Service during the year ended June 30, 1902.

Probationers in the service at beginning of year .....	134
Appointed .....	884
Total .....	1,018
Received absolute appointment .....	886
Dropped during probation .....	3
Resigned .....	19
Dropped at end of probation .....	20
Died .....	3
Total .....	878
Probationers remaining in service .....	140

a This number selected, of which 132 declined.

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**TABLE 21.—Showing changes in the regular force of the Railway Mail Service during the year ended June 30, 1902.**

APPOINTMENTS.	
Probationary from the substitute lists .....	848
By reinstatement .....	46
By transfer .....	25
<b>Total .....</b>	<b>919</b>
SEPARATIONS.	
Among those who entered the service through examination:	
Removed .....	42
Resigned .....	151
Died .....	25
Expiration of appointment .....	12
Transferred to other classified positions .....	9
<b>Total .....</b>	<b>239</b>
Among those who entered the service prior to its classification:	
Removed .....	30
Resigned .....	73
Died .....	57
Transferred to other classified positions .....	8
<b>Total .....</b>	<b>143</b>
<b>Grand total separations .....</b>	<b>382</b>

Approximately three-fourths of the present force of the Railway Mail Service entered through examination and certification.

**TABLE 22.—Showing changes in the Railway Mail Service from March 4, 1885, to June 30, 1902.**

Period.	The entire service.					
	Num-ber of clerks.	Re-signed and trans-ferred.	Removed. <sup>a</sup>		Died.	Total num-ber separa-tions.
			During proba-tional or after absolute ap-pointment.	At ex-pira-tion of proba-tional ap-pointment.		
Prior to classification: <sup>b</sup>						
Mar. 4, 1885, to Mar. 3, 1896 .....	4,573	509	508	394	29	1,440
Mar. 4, 1896, to Mar. 3, 1897 .....	4,351	453	446	91	25	1,015
Mar. 4, 1897, to Mar. 3, 1898 .....	5,094	329	508	119	41	962
Mar. 4, 1898, to Mar. 3, 1899 .....	5,448	684	571	108	82	1,352
Mar. 4, 1899, to April 30, 1899 .....		262	1,438	262	8	1,962
<b>Total .....</b>		<b>2,217</b>	<b>3,466</b>	<b>969</b>	<b>135</b>	<b>6,781</b>
Since classification: <sup>b</sup>						
May 1 to June 30, 1899 .....	5,448	109	33	35	1	178
Year ending June 30—						
1890 .....	5,336	533	242	• 150 •	36	961
1891 .....	6,032	454	175	71	43	743
1892 .....	6,417	371	146	70	82	619
1893 .....	6,645	337	181	23	44	540
1894 .....	6,352	219	197	18	34	468
1895 .....	7,045	188	171	10	40	409
1896 .....	7,408	181	93	5	44	323
1897 .....	7,573	136	75	2	60	273
1898 .....	7,999	157	68	5	48	278
1899 .....	8,388	153	68	-----	64	285
1900 .....	8,696	208	45	3	67	323
1901 .....	8,979	268	41	13	52	374
1902 .....	9,485	255	36	20	64	425
<b>Total .....</b>		<b>8,569</b>	<b>1,571</b>	<b>490</b>	<b>629</b>	<b>6,199</b>

<sup>a</sup> See footnote a on page 262.

<sup>b</sup> See footnote b on page 262.

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TABLE 22.—Showing changes in the Railway Mail Service from March 4, 1885, to June 30, 1902—Continued.

Period.	Appointed through examinations.					
	Re-signed and transferred.	Removed, <sup>a</sup>		Died.	Total number separations.	Number appointed (substitutes).
		During probational or after absolute appointment.	At expiration of probational appointment.			
Since classification: <sup>b</sup>						
May 1 to June 30, 1889.						125
Year ended June 30—						
1890	112	31	43	3	189	1,400
1891	<sup>c</sup> 10	<sup>c</sup> 47	( <sup>c</sup> )	<sup>c</sup> 5	<sup>c</sup> 62	1,062
1892	102	68		15	185	1,199
1893	201	51	24	23	299	1,014
1894	140	106	16	16	278	735
1895	118	101	10	19	248	646
1896	132	66		1	199	656
1897	77	45	2	28	152	382
1898	112	65	2	34	213	775
1899	103	47	4	44	198	742
1900	130	28	3	31	192	736
1901	207	29	13	26	275	816
1902	179	56	20	27	282	1,001
Total	1,623	740	237	272	2,772	11,289

<sup>a</sup>It is necessary to distinguish two grades of clerks—substitute and regular; also two kinds of appointments—probational and absolute. The employee always enters the service as a substitute on probational appointment, and is employed only in the place and at the rate of a regular clerk who is absent without pay. Assignments to regular positions are made as vacancies occur, from among the substitutes in the order in which they were appointed. When the substitute's turn comes for assignment to a regular position, and a vacancy occurs, he may receive absolute appointment at once, if he has already rendered the equivalent of six months' continuous service; if his service as a substitute has not equaled the required six months of probational employment, he will receive absolute appointment only after he has served continuously long enough to complete his probation. Employment as a regular clerk, therefore, does not depend upon length of service as a substitute, but upon the number of substitutes senior to him and upon the frequency with which vacancies occur.

<sup>b</sup>Classification of this service took effect May 1, 1889.

<sup>c</sup>This information relates to substitute force only. Full information not obtainable.

TABLE 23.—*Number of probationary appointments, by States, in the Railway Mail Service during the fiscal year ended June 30, 1902.<sup>a</sup>*

State or Territory.	Number.	State or Territory.	Number.
Alabama .....	15	Nebraska .....	26
Arizona .....	2	Nevada .....	8
Arkansas .....	16	New Jersey .....	11
California .....	21	New Mexico .....	3
Colorado .....	12	New York .....	73
Connecticut .....	13	North Carolina .....	11
Delaware .....	2	North Dakota .....	3
Florida .....	5	Ohio .....	55
Georgia .....	13	Oklahoma .....	13
Idaho .....	7	Oregon .....	2
Illinois .....	60	Pennsylvania .....	51
Indiana .....	38	Rhode Island .....	8
Indian Territory .....	4	South Carolina .....	9
Iowa .....	34	South Dakota .....	4
Kansas .....	26	Tennessee .....	8
Kentucky .....	15	Texas .....	27
Louisiana .....	8	Utah .....	7
Maine .....	4	Vermont .....	7
Maryland .....	12	Virginia .....	22
Massachusetts .....	23	Washington .....	14
Michigan .....	18	West Virginia .....	15
Minnesota .....	33	Wisconsin .....	20
Mississippi .....	8	Wyoming .....	11
Missouri .....	30		
Montana .....	8	Total .....	848

<sup>a</sup> See note at end of preceding table for explanation of what constitutes a probationary appointment.

#### GOVERNMENT PRINTING SERVICE.

##### HISTORICAL SKETCH.

By Executive order dated June 13, 1895, the Government Printing Office was classified and rules adopted for its administration. All persons were included except those confirmed by the Senate and unskilled laborers or workmen.

On May 6, 1896, the rules for this service were superseded by general rules applying to the entire classified service.

The rules originally promulgated for the Government Printing Office did not provide for an apportionment of appointments among the several States and Territories.<sup>a</sup> On June 15, 1898, the President approved an amendment to Rule VIII, under which this office has an apportionment of its own. This apportionment differs from that for the Departmental Service in that the several States and Territories were charged with the employees who were holding apportionable positions at the date of its application. Since its adoption no State or Territory having an excess of its share of appointments to these positions has received any further appointments through examination, except when the State which was at the time of certification entitled to the appointment had no eligibles.

<sup>a</sup> See Fifteenth Report, pp. 26 and 27.



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TABLE 24.—Showing the apportionment of appointments to clerical and recognized trades positions in the Government Printing Service at Washington, D. C., from June 15, 1898, to July 1, 1902, under the census of 1900, on the basis of one appointment for every 30,000 of population.

State or Territory.	Entitled.	Appointments.				Separations since June 15, 1898.	Net appointments charged.	Per cent received.
		In the service on June 15, 1898.	Since June 15, 1898.					
			Through examination.	Through reinstatement and transfer.	Total.			
Alabama	61	5	16	6	22	9	18	29.502
Alaska	2	0	0	0	0	0	0	00.000
Arizona	3	0	1	0	1	0	1	33.333
Arkansas	44	16	15	5	20	14	22	50.000
California	39	6	24	6	30	15	21	53.844
Colorado	18	9	5	1	6	4	11	61.111
Connecticut	30	12	11	6	17	10	19	63.327
Delaware	6	10	0	1	1	2	9	150.000
District of Columbia	9	260	7	57	64	66	258	2,866.638
Florida	18	2	9	5	14	5	11	61.105
Georgia	74	32	17	25	39	32	49	56.742
Hawaii	5	1	1	0	1	0	1	20.000
Idaho	5	1	0	0	0	1	0	00.000
Illinois	161	72	42	36	78	47	103	63.963
Indiana	84	49	9	25	34	21	62	73.780
Indian Territory	11	0	1	0	1	0	1	9.091
Iowa	74	27	31	7	38	21	44	59.444
Kansas	49	27	9	8	8	9	35	71.435
Kentucky	72	32	20	25	45	33	44	61.116
Louisiana	46	11	12	4	16	14	13	28.262
Maine	23	3	16	1	17	6	14	60.868
Maryland	40	94	8	50	58	45	107	265.500
Massachusetts	94	29	54	9	63	24	68	72.352
Michigan	81	35	20	13	33	16	52	64.220
Minnesota	58	24	23	6	29	17	36	62.064
Mississippi	52	15	9	9	18	13	20	38.460
Missouri	104	24	46	16	62	27	59	56.758
Montana	8	2	3	3	6	4	4	50.000
Nebraska	36	15	16	3	19	11	23	67.643
Nevada	1	0	1	0	1	0	1	100.000
New Hampshire	14	10	4	1	5	3	12	85.716
New Jersey	63	50	5	20	25	18	57	90.459
New Mexico	6	1	2	0	2	0	3	50.000
New York	242	303	14	106	120	147	276	113.988
North Carolina	63	17	20	4	24	11	30	47.616
North Dakota	10	7	2	1	3	3	7	70.000
Ohio	131	74	32	55	87	53	108	77.652
Oklahoma	13	1	5	0	5	1	5	38.460
Oregon	14	1	6	1	7	3	5	35.715
Pennsylvania	210	161	32	61	93	63	191	90.916
Porto Rico	32	3	2	2	2	0	2	6.250
Rhode Island	14	3	9	0	9	3	9	64.287
South Carolina	45	10	17	12	29	16	23	51.106
South Dakota	13	7	1	1	2	1	8	61.536
Tennessee	67	28	18	19	37	25	40	59.730
Texas	102	11	46	7	53	23	41	40.180
Utah	9	2	2	1	3	1	4	44.444
Vermont	11	6	1	1	2	0	8	72.727
Virginia	62	50	9	17	26	20	56	90.323
Washington	17	2	6	1	7	4	5	29.410
West Virginia	32	26	0	15	15	12	29	90.625
Wisconsin	69	9	32	3	35	13	31	44.919
Wyoming	3	0	1	0	1	0	1	33.333
Total	2,550	1,591	692	653	1,328	886	2,050	80.392

**TABLE 25.**—*Showing changes in the force of the Government Printing Service among those appointed through examination and certification.*

Designation of position.	August 1, 1895, to June 30, 1902.					July 1, 1901, to June 30, 1902.				
	Appointments.	Separations.			Reinstatements.	Appointments.	Separations. <sup>a</sup>			Reinstatements.
		Removals.	Resignations.	Deaths.			Removals.	Resignations.	Deaths.	
Bookbinder .....	192	9	12	2	2	48	1	9		1
Case maker .....	1									
Clerk, male .....	1		1		1					1
Compositor:										
Male .....	638	138	72	6	70	109	5	21	2	8
Female .....	21		2			4				
Counter:										
Male .....	3		1							
Female .....	3		1		1					
Electrician .....	3									
Electrician, assistant .....	5		1					1		
Electrotype finisher .....	13					4				
Electrotype molder .....	9		1			2				
Electrotypist .....	4		2			1				
Engineer .....	2		1							
Feeder, female .....	98	3	19	3		31	1	8		
Finisher .....	5									
Fireman .....	7	2				2				
Folder, female .....	179	18	32	2	12	52	2	9		3
Gold worker, female .....	2	1	1				1			
Helper, male .....	9	1	2		1					1
Hoister .....	2					1				
Imposer .....										
Leather parer .....	1									
Machinist .....	2					1				
Maker-up .....		1								
Messenger .....	5	1	2		1	2				
Messenger boy .....	3		1							
Numberer, female .....	2		1							
Operator, female .....	1									
Plumber .....	1									
Pressman .....	74	11	13		9	17	1	5		1
Proof reader, male .....	1		1							
Public document cataloguer:										
Male .....	2		1					1		
Female .....	4	1	1			1				
Public-document clerk, female .....	2		1							
Saw filer and knife grinder .....	2									
Sewer, female .....	75	3	7		1	27	2	4		1
Skilled laborer:										
Male .....	27	6	4			8	1	1		
Female .....	121	2	6			3				
Steam fitter .....	1									
Stereotypist .....	6	1				1				
Superintendent of public documents .....	1									
Telegrapher .....	2		1							
Wire man .....	1									
Floor hand .....			1							
Gatherer, female .....	1									
Hydraulic pressman .....	1									
<b>Total .....</b>	<b>1,532</b>	<b>198</b>	<b>187</b>	<b>13</b>	<b>98</b>	<b>314</b>	<b>14</b>	<b>59</b>	<b>2</b>	<b>16</b>

<sup>a</sup> Of these removals, 7 were due to removal at end of probational period, 3 to absence in excess of leave, 2 for cause, and 2 were refused absolute appointment.

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TABLE 26.—*Showing the number of reinstatements under the provisions of Rule IX in the Government Printing Service during the year ended June 30, 1902.*

Provision of rule under which reinstated and period in which separation occurred.	Number.
Nonveterans, less than one year .....	66
Veterans:	
Since March 3, 1897 .....	2
June 13, 1895, <sup>a</sup> and March 8, 1897 .....	1
Prior to June 13, 1895 <sup>a</sup> .....	7
Persons removed upon charges which reinvestigation proved untrue:	
Prior to June 13, 1895 <sup>a</sup> .....	16
Total .....	92

<sup>a</sup> Date of classification.

In addition to the above, two certificates of reinstatement were issued and canceled during the year.

TABLE 27.—*Showing transfers to the Government Printing Service, with the department or branch of the service and position from which transfer was made, during the fiscal year ended June 30, 1902.*

Position to and from which transferred.	Department or branch of the service from which transferred.						Total.		Grand total.
	Treasury, inside.	Post-Office, inside.	Interior, inside.	Agricul- ture.		Indian Service, outside.	Inside.	Outside.	
				In- side.	Out- side.				
Compositor from compositor .....			1				1		1
Compositor from printer .....				2	1		2	1	3
Folder from copyist .....			1				1		1
Folder from matron .....						1		1	1
Folder from printer's assistant .....	1						1		1
Machinist from machinist .....	1						1		1
Sewer from clerk .....			1				1		1
Sewer from operator .....		1					1		1
Sewer from printer's assistant .....	1						1		1
Total .....	3	1	3	2	1	1	9	2	11

## POST-OFFICE SERVICE.

### HISTORICAL SKETCH.

Under the provisions of the civil-service act of 1883 there were originally 28 post-offices placed under classification by virtue of their having 50 or more employees. By January 5, 1893, this number had grown to 53 offices which had attained a sufficient number of employees to bring them within the scope of the classification. By Presidential order of January 5, 1893, the classification was extended to all free-delivery post-offices, thus bringing in 553 additional offices. Since that time free delivery has been established at other offices, until at present (February 1, 1901) there are 878 offices whose classification has been ordered by the Department. At 19 of these offices the classification has not actually taken effect, but will be in operation by May 1, 1901. Under the first classification the Post-Office Service included 5,699 employees. At present there are more than 40,000 persons in the classified Post-Office Service. During the fiscal year ended June 30, 1902, there were 5,396 appointments to the Post-Office Service and 2,203 separations, by removal and otherwise. The number of appointments is somewhat in excess of that of the year previous, being the probable result of increased *appropriation* or salary allowance for clerk hire in the larger offices. Of the

appointments made, 4,764 were through examination and certification by the Commission; 114 were reinstatements of persons formerly in the service; 28 of these reinstatements were veterans of the civil and Spanish-American wars. The removals from the service show even a less percentage than in previous years, 1.15 per cent. This would appear to be about the minimum percentage to be obtained in a practical administration of the civil-service law, and indicates that there has been little abuse of the civil-service rules in making removals from the classified Post-Office Service.

The following table shows the increase in the Post-Office Service by the establishment of the free-delivery service at second-class offices since July 1, 1896:

Fiscal year ending—	Number of offices at which free delivery was established.	Number of carriers and substitute carriers.	Number of clerks, including assistant post-master.	Total.
June 30, 1897	34	119	143	296
June 30, 1898	59	215	231	496
June 30, 1899	47	155	186	341
June 30, 1900	62	187	214	401
June 30, 1901	68	212	267	479
June 30, 1902	65	223	249	472
Total	395	1,111	1,840	2,451

For a sketch of the Rural Free Delivery Service, see page 9.

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TABLE 28.—Showing changes for the fiscal year ended June 30, 1902, in the post-  
in all other classified

Office.	Appointments.										Separations.				
	Original appointments.							Reinstatements.			Total appointments.	Nonexcepted.			
	Nonexcepted.							Soldiers and sailors.		Civilians.		Removals.	Resignations.	Deaths.	Total.
	Clerk.				Spanish-American war.	Civil war.	Within year.	Charges untrue.							
	Male.	Female.	Carrier.	Total.											
Albany, N. Y.			1	1	1	5	6				7	1		1	2
Allegheny, Pa.	7	3	16	26		32	32				23	1	3		4
Atlanta, Ga.	9	1	16	16		8	8				24		3		5
Baltimore, Md.	42	1	24	67		24	25				92	7	6		6
Boston, Mass.	90	4	71	165	2	24	26			1	192	12	19	11	17
Bridgeport, Conn.	5	3	2	10		3	3				13	1			1
Brooklyn, N. Y.	32		50	82	6	48	54				136	14	16	15	45
Buffalo, N. Y.	14	1	25	40	1	14	15				55	2	7	4	10
Camden, N. J.	3		8	11		3	3				14	1	3	1	8
Charleston, S. C.	4		1	5		1	1				6		1		3
Chicago, Ill.	414	22	99	535	4	118	122		6	29	692	36	202	17	255
Cincinnati, Ohio	29		29	58		7	7				65	9	8	4	21
Cleveland, Ohio	42		30	72		17	17		1		90	3	7	3	13
Columbus, Ohio	7		5	12							12		6	1	7
Dayton, Ohio	15		6	11		6	6				18		2		2
Denver, Colo.	5	1	7	23	2	1	3			1	27	5	12	2	19
Des Moines, Iowa	10		2	12		2	2	1			15		6	1	7
Detroit, Mich.	9	1	17	27	1	12	13	1			41	2	7	1	10
Duluth, Minn.	1		2	3		2	2				5	1	3		4
Elizabeth, N. J.	2		10	12		5	5			1	18	1	2	2	3
Erie, Pa.		1	2	3	1		1				4		2		2
Evansville, Ind.	3		3	6		1	1				3		2	1	3
Fall River, Mass.			6	6		1	1				7		1		1
Grand Rapids, Mich.	9		4	13		5	5				18	3	5	1	9
Harrisburg, Pa.	8		7	15		3	3				18	2			2
Hartford, Conn.	3		6	9		5	5				14		1		1
Hoboken, N. J.	2		2	4							4		1		2
Indianapolis, Ind.	20		9	29	1	11	12				41	2	3	1	6
Jersey City, N. J.	6		9	15	1	2	3				18	1		1	2
Kansas City, Kans.	1		6	7	1	1	2				9	1	2		3
Kansas City, Mo.	19	2	16	37	3	16	19				56	4	21	1	26
Lawrence, Mass.	3		4	7		3	3				10	1	1	1	3
Los Angeles, Cal.	25	2	11	38		5	5			2	43	1	7	2	10
Louisville, Ky.	9		11	20		10	10				30		3		3
Lowell, Mass.			5	5							5	2	1		3
Lynn, Mass.	5		16	21	1	1	2				23		7	1	8
Manchester, N. H.			2	2							2		1		1
Memphis, Tenn.	4		5	9							9	1			1
Milwaukee, Wis.	10		17	27		9	9		2		38	3	10	2	15
Minneapolis, Minn.	7	1	22	30		4	4		1		35	2	2		4
Nashville, Tenn.	5		7	12	1	3	4				16		2	1	3
Newark, N. J.	13		25	38	2	1	3				41	2	6	2	10
New Bedford, Mass.	2		6	8	1	4	5				13		1		1
New Haven, Conn.	1		8	9	1	1	2			2	13	1	1	1	2
New Orleans, La.	16		11	27	2	12	14		1		42	1	5	1	7
New York, N. Y.	407		155	562	1	46	47		1	6	616	47	91	35	173
Oakland, Cal.	2		3	5		2	2				7	1	1		2
Omaha, Nebr.	6		8	14							14	1	4	1	6
Paterson, N. J.	2		6	8							8	1		2	3
Peoria, Ill.	2		7	9		6	6				15		4		4
Philadelphia, Pa.	66	12	116	194	4	88	92		4	1	292	32	42	17	91
Pittsburg, Pa.	15		15	30	1	10	11				34		31	5	36
Portland, Me.	2	1	3	6		7	7				13		2		2
Portland, Oreg.	2		2	4	1		1				5	2	5		7
Providence, R. I.	9		13	22	1	11	12				34	1	3	2	6
Reading, Pa.	1		7	8		3	3				11	2	2	1	5
Richmond, Va.	5			5		2	2				7				

\*Including 32 porters.



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TABLE 28.—Showing changes for the fiscal year ended June 30, 1902, in the post-  
in all other classified

Office.	Appointments.											Separations.				
	Original appointments.							Reinstatements.				Nonexcepted.				
	Nonexcepted.				Excepted.	Unclassified.	Total.	Soldiers and sailors.	Civilians.	Charges untrue.	Total appointments.	Removals.	Resignations.	Deaths.	Total.	
	Clerk.		Carrier.	Total.												
	Male.	Female.														
Rochester, N. Y.	7		4	11							11	2	2	1	5	
Salt Lake City, Utah.	3		3	6		7	7		1	2	16		1	1	2	
St. Joseph, Mo.	7		3	10	2		2				12	3	5	1	9	
St. Louis, Mo.	<sup>a</sup> 88	18	121	227	5	35	40		2	7	276	8	37	4	49	
St. Paul, Minn.	14		6	20		9	9				31	2	5	1	8	
San Antonio, Tex.	2	3	6	11						2	11					
San Francisco, Cal.	<sup>b</sup> 34		43	77		11	11	2		1	91	3	16	3	22	
Savannah, Ga.	4			4		5	5			1	10	1	2	2	2	
Scranton, Pa.	7		17	24	1	2	3				27		2	1	3	
Seattle, Wash.	14	5	9	28	1	21	22				50		7		7	
Springfield, Mass.	5		5	10		3	3				13	1	1		2	
Syracuse, N. Y.	6		9	15		7	7		1		23	1	1		2	
Toledo, Ohio.	3	1	8	12		1	1				13		4	1	5	
Trenton, N. J.			4	4							4		1	1	2	
Troy, N. Y.			3	3							3	1	1	1	3	
Utica, N. Y.	5		2	7		2	2				9	1	3		4	
Washington, D. C.	<sup>b</sup> 40		24	64		53	53				117	8	20	5	33	
Wilkesbarre, Pa.			2	2							2	1			1	
Wilmington, Del.	2		2	4		1	1				5		1		1	
Worcester, Mass.	2		8	10		1	1				11	2	5	1	8	
Total.	1,716	83	1,242	3,041	50	732	782	4	19	54	3,903	244	690	177	1,111	
Other officers.	661	82	980	1,723	36	100	136	1	4	29	0	1,893	131	575	56	762
Grand total.	2,377	165	2,222	4,764	86	832	918	5	23	83	3,903	375	1,265	233	1,873	

<sup>a</sup>21 clerks through consolidation; also including 1 compositor.

<sup>b</sup>Including 1 pressman.

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offices of cities having a population of 50,000 or over; also total number of changes post-offices—Continued.

Separations.				Selected, not appointed.				Temporary appointments.				Transfers.		Remarks.
Excepted and unclassified.				Total separations.	Declined appointment.	Failed to qualify.	Failed to report.	Total.	Through examination. Ninety days without examination.	Thirty days, emergency. Separations of temporary employees.	To this office.	From this office.		
Removals.	Resignations.	Deaths.	Total.											
				5	4			4			1	1	1 clerk through consolidation.	
				2							1			
1	1		1	10	2			2	2	2		1		
				50	35		11	46	12	9	19	4		
				8	2			2						
1		1	2	24	4	3	7	14	2	2	2			
				4	1			1	10		7			
				3										
				7	8		1	9			1	1		
				2	7			7						
				2										
				5	1			1				1		
				2					2					
				3	2		1	3	2	2				
				4	1			1						
				33	8	5		13		1	5	9	Change from laborer to messenger; change from janitor to messenger; 1 through consolidation.	
				1							9	1		
				1										
				8										
66	135	7	208	1,319	674	25	47	746	2	69	58	75	90	43
24	96	2	122	884	231	16	9	256	3	528	71	461	32	43
90	231	9	330	2,203	905	41	56	1,002	5	597	129	536	122	86



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TABLE 29.—*Separations from the Free Delivery Service.*

Five hundred and twenty-eight letter carriers were separated from the service during the year, the causes of separation being as follows:

For intoxication .....	48
For arrest and violations of postal laws and regulations .....	20
For gross violations of postal laws and regulations .....	89
For physical disability .....	8
Carriers deceased .....	138
Carriers resigned .....	231
Total .....	528

The following comparative statement shows the percentage of separations in all carrier grades, including deaths and resignations for the past nine years, or since the operation of the civil-service law was extended to all free-delivery offices:

	Per cent.
1893-94 .....	6.8
1894-95 .....	4.9
1895-96 .....	3.7
1896-97 .....	2.5
1897-98 .....	2.9
1898-99 .....	3
1899-1900 .....	2.9
1900-1901 .....	2.9
1901-2 .....	3

Removals for cause during the same period are summarized as follows:

	Per cent.
1893-94 .....	4
1894-95 .....	3
1895-96 .....	2.1
1896-97 .....	1.08
1897-98 .....	1.32
1898-99 .....	1.27
1899-1900 .....	1.17
1900-1901 .....	1.09
1901-2 .....	1.07

TABLE 30.—*Showing removals from the Post-Office service by years.*

	Number of removals in excepted, competitive, and unclassified positions.	Number of persons in the classified competitive service.
June 1, 1886, to June 30, 1887 .....	451	10,500
July 1, 1887, to June 30, 1888 .....	376	11,787
July 1, 1888, to June 30, 1889 .....	420	12,986
July 1, 1889, to June 30, 1890 .....	664	13,087
July 1, 1890, to June 30, 1891 .....	708	14,908
July 1, 1891, to June 30, 1892 .....	716	17,500
July 1, 1892, to June 30, 1893 .....	649	23,058
July 1, 1893, to June 30, 1894 .....	1,420	a 24,000
July 1, 1894, to June 30, 1895 .....	1,217	a 25,000
July 1, 1895, to June 30, 1896 .....	700	23,316
July 1, 1896, to June 30, 1897 .....	551	a 23,000
July 1, 1897, to June 30, 1898 .....	1,506	31,000
July 1, 1898, to June 30, 1899 .....	884	35,650
July 1, 1899, to June 30, 1900 .....	720	37,000
July 1, 1900, to June 30, 1901 .....	675	40,000
July 1, 1901, to June 30, 1902 .....	465	40,114
Total .....	11,237	.....

a Estimated.

Removals from competitive positions:

July 1, 1896, to June 30, 1897.....	875, or 1.34	per cent.
July 1, 1897, to June 30, 1898.....	535, or 1.7	per cent.
July 1, 1898, to June 30, 1899.....	507, or 1.42	per cent.
July 1, 1899, to June 30, 1900.....	480, or 1.3	per cent.
July 1, 1900, to June 30, 1901.....	458, or 1.14	per cent.
July 1, 1901, to June 30, 1902.....	375, or .0083	per cent.

TABLE 31.—Showing number and percentage of separations from the seven largest post-offices.

Post-office and period.	Competitive.								Excepted and unclassified.		Aggregate.	Per cent of whole number of employ-ees.
	Removed.		Resigned.		Died.		Total.		Total.			
	Number.	Per cent of force.	Number.	Per cent of force.	Number.	Per cent of force.	Number.	Per cent of force.	Number.	Per cent of force.		
New York:												
July, 1896, to June, 1897...	57	4.67	65	2.0	35	1.0	157	4.67	32	10.0	189	5.2
July, 1897, to June, 1898...	69	2.0	64	2.0	43	1.3	176	5.3	27	9.0	203	5.6
July, 1898, to June, 1899...	61	1.9	87	2.6	49	1.5	197	6.0	7	2.13	204	5.6
July, 1899, to June, 1900...	68	2.0	89	2.6	47	1.3	204	6.0	10	3.25	214	5.6
July, 1900, to June, 1901...	53	1.24	91	2.12	90	1.9	183	4.27	34	9.80	217	4.68
July, 1901, to June, 1902...	47	1.1	91	2.10	35	.9	173	4.1	1	.5	174	3.9
Chicago:												
July, 1896, to June, 1897...	53	2.0	61	2.5	23	1.0	137	5.5	38	13.67	175	6.1
July, 1897, to June, 1898...	32	1.5	92	3.3	18	.67	142	5.5	78	28.0	220	7.6
July, 1898, to June, 1899...	36	1.4	95	3.6	19	.7	150	5.7	48	17.2	198	6.9
July, 1899, to June, 1900...	42	1.5	183	6.0	22	.75	248	8.25	43	15.12	290	8.0
July, 1900, to June, 1901...	52	1.6	197	6.0	51	1.56	300	9.2	125	41.39	425	11.65
July, 1901, to June, 1902...	36	1.3	202	6.0	17	.65	255	7.95	59	27.0	314	8.0
Philadelphia:												
July, 1896, to June, 1897...	33	2.0	14	1.0	18	1.0	65	4.0	20	10.0	85	4.9
July, 1897, to June, 1898...	126	8.0	37	2.25	17	1.0	180	11.25	151	76.0	331	17.8
July, 1898, to June, 1899...	48	3.3	55	3.6	12	.8	115	7.7	53	26.5	168	9.2
July, 1899, to June, 1900...	50	3.5	50	3.5	24	1.5	124	8.5	22	11.0	146	8.0
July, 1900, to June, 1901...	42	2.11	44	2.21	22	1.1	108	5.43	30	16.76	138	6.36
July, 1901, to June, 1902...	32	1.6	42	2.11	17	.9	91	4.61	2	2.6	93	4.65
Brooklyn:												
July, 1896, to June, 1897...	10	1.1	15	1.5	8	.8	33	3.5	37	20.75	70	6.9
July, 1897, to June, 1898...	27	3.0	7	.7	9	1.0	43	4.7	131	73.0	154	14.3
July, 1898, to June, 1899...	29	3.2	13	1.4	8	.8	50	5.5	41	23.0	91	8.3
July, 1899, to June, 1900...	30	3.3	12	1.3	10	1.0	52	5.6	84	42.0	136	13.0
July, 1900, to June, 1901...	15	1.33	23	2.04	14	1.24	52	4.62	41	43.16	93	7.62
July, 1901, to June, 1902...	14	1.2	16	1.35	15	1.25	45	3.80	36	20.0	81	6.6
St. Louis:												
July, 1896, to June, 1897...	16	2.0	24	3.5	2	.25	42	5.62	14	20.0	56	7.6
July, 1897, to June, 1898...	6	.9	22	3.2	6	.9	34	5.0	43	61.0	77	10.6
July, 1898, to June, 1899...	20	3.0	21	3.1	2	.3	43	6.4	4	5.7	47	6.3
July, 1899, to June, 1900...	27	4.0	77	10.0	7	1.0	111	15.0	6	7.25	117	15.0
July, 1900, to June, 1901...	22	2.28	71	7.38	3	.31	96	9.97	1	.73	97	8.83
July, 1901, to June, 1902...	8	.8	37	4.0	4	.4	49	5.2	1	.7	50	4.5
Boston:												
July, 1896, to June, 1897...	3	.2	14	1.0	14	1.0	31	2.2	24	16.17	55	3.6
July, 1897, to June, 1898...	10	.75	28	2.0	13	1.0	51	3.75	40	27.0	91	6.0
July, 1898, to June, 1899...	5	.4	15	1.1	13	1.0	33	2.5	51	47.17	84	5.5
July, 1899, to June, 1900...	19	1.3	21	1.5	17	1.5	57	4.0	40	27.0	97	6.0
July, 1900, to June, 1901...	21	1.3	15	.93	16	1.0	52	3.2	55	40.0	107	6.0
July, 1901, to June, 1902...	12	.8	19	1.2	11	.78	42	2.8	14	23.0	56	3.1
Baltimore:												
July, 1896, to June, 1897...	9	.5	6	1.0	6	1.0	15	2.5	11	8.2	26	3.6
July, 1897, to June, 1898...	3	.5	5	.9	5	.9	13	2.3	6	4.8	19	2.8
July, 1898, to June, 1899...	6	1.0	12	2.0	5	.9	23	3.9	27	21.6	60	8.8
July, 1899, to June, 1900...	5	.8	9	1.5	9	1.5	23	3.8	25	17.8	48	7.0
July, 1900, to June, 1901...	5	.77	15	2.3	7	1.07	27	4.1	18	54.0	55	7.8
July, 1901, to June, 1902...	7	1.0	4	.6	6	.8	17	2.4	13	54.0	30	3.9

TABLE 32.—*Showing the number of clerks and subclerks, carriers and subcarriers, clerks in charge of substations, laborers, and number of excepted positions in the seven largest post-offices during the fiscal year ended June 30, 1902.*

Office.	Clerks.	Subs.	Total.	Carriers.	Subs.	Total.	Total number of classified employes.	Number of clerks in charge of stations.	Laborers.	Excepted.	Total.
New York .....	2,077	302	2,379	1,506	315	1,911	4,290	156	183	8	4,637
Chicago .....	1,537	124	1,661	1,314	284	1,598	3,259	154	140	8	3,561
Philadelphia .....	777	64	841	931	216	1,147	1,988	102	70	7	2,167
Brooklyn .....	314	41	355	635	135	770	1,125	59	30	6	1,220
St. Louis .....	419	84	503	415	44	459	962	32	38	6	1,068
Boston .....	680	45	725	800	94	894	1,619	72	60	6	1,757
Baltimore .....	240	28	268	306	52	358	656	24	22	2	708

## CUSTOM-HOUSE SERVICE.

## HISTORICAL SKETCH.

Under the civil-service act of 1883 all customs districts having as many as 50 employees were embraced within the classification. This included 11 ports. On November 2, 1894, by Executive order the classification was extended to all districts having as many as 20 employees, bringing the number of classified ports to 48. On May 6, 1896, by direction of the President, all districts with five or more employees were classified, bringing in 93 ports, and on July 27, 1897, an Executive order was issued classifying all customs districts, so that the number of ports now under the rules is 153. The original classification included 2,573 employees. The extension of May 6, 1896, brought this number to 4,933; the order of July 27, 1897, added 73 employees, bringing the number to 5,103, which has been increased by growth of the service to 5,219 on June 30, 1900. By the amendments to the rules of July 27, 1897, 386 positions were excepted from competitive examination, and since that time the Department has designated additional positions as being entitled to exception under the rules. At present [October 1, 1902] there are 430 positions in the Customs Service which are excepted from competitive examination. The rules, however, require that appointments to these positions shall be subject to an examination to be prescribed by the Secretary of the Treasury, equivalent to examinations held by the Commission for positions of a like grade. Under paragraph 8 of Rule III, there are 115 positions excluded in part from the classification, leaving subject to competitive examination 4,676 positions.

The administration of the civil-service law in the Customs Service within the past year has, with few exceptions, been satisfactory to the Commission. At nearly all of the larger ports there is a strict observance of the rules, and the necessity for systematic regulation in regard to appointments is realized. It is mainly at the smaller ports, where there is less system, that complaints arise. At the port of New York, regulations for promotion, based on merit, have been in existence since prior to the passage of the civil-service act in 1883. A history of these promotion regulations will be found at page 190 of the Fourteenth Report. There are also in effect general promotion regulations applying to all customs ports except New York, which are treated under the heading "Promotion regulations."

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TABLE 33.—Showing changes in the Custom-House Service of ports whose

Ports.	Appointments.																
	Original appointments.															Rein- state- ments.	
	Nonexcepted.															Soldiers and sailors.	Total appointments.
	Clerk.		Junior clerk.		Day inspector.	Night inspector.	Mounted inspector.	Sampler.	Messenger.	Assistant weigher.	Watchman.	Opener and packer.	Inspector.	Foreman.	Examiner.	Laborer.	Boatman.
	Male.	Female.	Male.	Female.													
Baltimore, Md.					1									1			5
Boston, Mass.	4				1	1											3
Buffalo, N. Y.																	5
Burlington, Vt.					5				1								6
Chicago, Ill.	3				1							1					10
Cincinnati, Ohio.																	
Cleveland, Ohio.	2																5
Detroit, Mich.	2				1											2	17
Honolulu, H. I.					6	3											5
New Orleans, La.	3				1	1			2	4		1					25
Newport News, Va.					3												3
New York, N. Y.	17		7		16	3		2	2	6	17	2	16	1	5		165
Philadelphia, Pa.	2				1			2	2	2	1		1	1			54
Plattsburg, N. Y.					1												3
Portland, Oreg.					3	5											9
Port Townsend, Wash.						3										2	6
St. Louis, Mo.					2				1								6
St. Paul, Minn.					2												5
San Francisco, Cal.	1				2						1						28
San Juan, P. R.																	
Tampa, Fla.					1												2
Total	34		7		46	17	4	13	23	4	21	1	2	5	10	2	381
Other ports	6				25	4	19				1		3	1	3	2	140
Grand total	40		7		71	21	19	4	13	23	5	21	4	2	6	10	521

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*receipts are in excess of \$50,000 for the fiscal year ended June 30, 1902.*

Separations.									Selected, not appointed.				Temporary.		Transfers.	
Nonexcepted.				Excepted and unclassified.				Total separations.	Declined appointment.	Failed to qualify.	Failed to report.	Total.	Appointments.	Separations.	To this office.	From this office.
Removals.	Resignations.	Deaths.	Total.	Removals.	Resignations.	Deaths.	Total.									
4	3		7	1	4		5	12								
4	6	12	18		2	1	3	21	1			1			2	1
	2		6		1		2	8					1			
	1	2	3					3	3			3	2	1		
				1			1	1								
	1		1		1	1	2	3							1	
1	1		2					2								
1	4		5	1	9		10	15					5	10	3	
1	2	4	7	6	3	1	10	17	1			1	1	5	3	1
15	29	36	80	38	20	3	61	141	5	1		6	14	9	14	1
1	2	3	6	7	21	5	33	39	1	1		1	1	1		
1			1		1		1	2	6			6				
	1	1	2		1		1	3								
					1	1	2	2								
1	3	5	9	4	2	1	7	16					19	18	2	1
32	2	1	35	2	1		3	38					2			
				1			1	1					4	3		
62	57	64	183	61	69	14	144	327	17	1		18	52	50	25	4
13	29	7	49	18	32	7	57	106			1	1	53	51	2	3
75	86	71	232	79	101	21	201	433	17	1	1	19	106	101	27	7

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TABLE 34.—Showing removals from the Custom-House Service, by years, from July 1, 1886, to June 30, 1902.

Year.	Number of removals in excepted, competitive, and unclassified positions.	Number of persons in the classified competitive service.
July 1, 1886, to June 30, 1887 <sup>a</sup> .....	46	2,573
July 1, 1887, to June 30, 1888 .....	242	2,598
July 1, 1888, to June 30, 1889 <sup>a</sup> .....	87	<sup>b</sup> 2,800
July 1, 1889, to June 30, 1890 .....	184	3,257
July 1, 1890, to June 30, 1891 .....	171	3,372
July 1, 1891, to June 30, 1892 .....	180	3,420
July 1, 1892, to June 30, 1893 .....	116	3,514
July 1, 1893, to June 30, 1894 .....	541	3,625
July 1, 1894, to June 30, 1895 .....	250	3,756
July 1, 1895, to June 30, 1896 .....	146	4,550
July 1, 1896, to June 30, 1897 .....	178	4,933
July 1, 1897, to June 30, 1898 .....	560	4,933
July 1, 1898, to June 30, 1899 .....	331	5,024
July 1, 1899, to June 30, 1900 .....	140	5,115
July 1, 1900, to June 30, 1901 .....	230	5,142
July 1, 1901, to June 30, 1902 .....	154	5,211
Total .....	3,556	-----

<sup>a</sup> Incomplete.<sup>b</sup> Estimated.

## Removals from competitive positions:

July 1, 1886, to June 30, 1897 .....	150, or 3.33 per cent.
July 1, 1897, to June 30, 1898 .....	233, or 6.1 per cent.
July 1, 1898, to June 30, 1899 .....	211, or 4.6 per cent.
July 1, 1899, to June 30, 1900 .....	80, or 1.6 per cent.
July 1, 1900, to June 30, 1901 .....	140, or 2.74 per cent.
July 1, 1901, to June 30, 1902 .....	75, or 1.44 per cent.

TABLE 35.—Showing number and percentage of separations from the six largest custom-houses each year, 1896 to 1902.

Custom-house and period.		Nonexcepted.								Total excepted and unclassified.		Aggregate.	Per cent.
		Removed.		Resigned.		Died.		Total.		Number.	Per cent.		
		Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.				
New York:													
July, 1896, to June, 1897.....	48	2.67	23	1.25	31	1.67	102	5.67	13	20.0	115	5.0	
July, 1897, to June, 1898.....	79	4.44	25	1.4	27	1.5	131	7.33	146	35.0	277	12.5	
July, 1898, to June, 1899.....	50	2.81	30	1.67	39	2.17	119	6.67	30	7.33	149	6.67	
July, 1899, to June, 1900.....	19	1.0	27	1.33	33	1.69	79	3.67	36	7.5	115	5.0	
July, 1900, to June, 1901.....	97	5.2	39	2.0	36	1.93	172	9.23	47	8.0	219	8.98	
July, 1901, to June, 1902.....	15	.79	39	1.53	36	1.9	80	4.22	61	10.9	141	5.74	
Philadelphia:													
July, 1896, to June, 1897.....	16	4.71	3	.86	12	.59	21	6.14	11	13.4	32	7.4	
July, 1897, to June, 1898.....	2	.59	6	1.71	11	3.59	10	2.86	58	66.0	68	15.0	
July, 1898, to June, 1899.....	43	12.33	13	4.0	4	1.14	61	17.5	19	22.7	80	18.0	
July, 1899, to June, 1900.....	20	6.0	5	1.67	4	1.1	32	9.23	27	30.6	59	13.0	
July, 1900, to June, 1901.....	4	1.5	2	.75	3	1.1	9	3.4	59	30.2	68	14.0	
July, 1901, to June, 1902.....	1	.37	2	.75	3	1.1	6	2.21	33	14.16	39	7.74	
Boston:													
July, 1896, to June, 1897.....	2	.5	4	1.0	3	.75	9	2.25	2	5.55	9	2.09	
July, 1897, to June, 1898.....	3	.75	4	1.0	11	2.75	18	4.5	2	5.55	20	4.5	
July, 1898, to June, 1899.....	1	.25	10	2.5	11	2.75	11	2.75	4	11.25	21	4.5	
July, 1899, to June, 1900.....	3	.75	4	1.0	10	2.5	17	4.25	4	11.25	21	4.5	
July, 1900, to June, 1901.....	3	.74	3	.74	2	.49	8	2.0	2	6.9	10	2.3	
July, 1901, to June, 1902.....	6	1.5	12	3.0	18	4.5	3	7.5	10	10.34	21	4.9	
Baltimore:													
July, 1896, to June, 1897.....	6	3.75	2	1.25	2	1.25	10	6.25	4	11.0	14	7.0	
July, 1897, to June, 1898.....	2	1.25	1	.75	3	1.75	3	2.0	8	22.0	11	5.5	
July, 1898, to June, 1899.....	16	10.0	6	3.75	3	1.85	25	15.62	20	55.55	45	22.5	
July, 1899, to June, 1900.....	3	1.75	3	1.75	3	1.85	9	5.25	1	2.67	10	5.0	
July, 1900, to June, 1901.....	4	2.07	3	2.07	1	.7	4	2.77	1	2.7	5	2.76	
July, 1901, to June, 1902.....	4	2.86	3	2.14	7	5.0	5	12.5	12	6.67			
San Francisco:													
July, 1896, to June, 1897.....	9	3.5	3	1.0	2	.67	14	5.0	1	5.0	15	5.0	
July, 1897, to June, 1898.....	27	10.0	14	5.0	3	1.0	44	16.0	2	10.0	46	15.0	
July, 1898, to June, 1899.....	18	7.0	9	3.5	2	.67	29	11.25	4	20.0	33	11.0	
July, 1899, to June, 1900.....	2	.67	3	1.0	7	2.33	7	2.33	8	40.0	15	5.0	
July, 1900, to June, 1901.....	1	.39	6	2.35	1	.39	8	3.13	11	36.0	19	6.66	
July, 1901, to June, 1902.....	1	.38	3	1.11	5	1.91	9	3.44	7	17.0	16	5.0	
New Orleans:													
July, 1896, to June, 1897.....	4	2.5	1	.67	2	1.33	7	4.67	3	9.0	10	5.67	
July, 1897, to June, 1898.....	8	5.33	3	2.0	11	7.33	3	9.0	3	9.0	14	7.5	
July, 1898, to June, 1899.....	14	9.5	9	5.5	5	3.25	28	18.25	27	87.0	55	31.0	
July, 1899, to June, 1900.....	3	2.0	4	2.67	7	4.67	7	4.67	5	15.0	12	6.0	
July, 1900, to June, 1901.....	3	2.0	6	4.0	1	.66	10	6.66	10	27.77	20	10.81	
July, 1901, to June, 1902.....	1	.61	2	1.22	4	2.45	7	4.28	10	24.39	17	8.33	

TABLE 36.—Showing the number of classified and of excepted and unclassified employees in the six largest custom-houses, July 1, 1902.

Custom-house.	Competitive positions.	Excepted and excluded positions.	Unclassified positions.	Total.
New York.....	1,896	8	552	2,456
Philadelphia.....	271	7	225	504
Boston.....	400	5	24	429
San Francisco.....	261	4	36	302
New Orleans.....	163	6	36	204
Baltimore.....	140	6	36	180



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TABLE 37.—Showing number appointed from competitive examinations in the New York custom-house during each fiscal year, commencing July 1, 1883, and the number removed of those so appointed during the same period.

Year.	Clerk.		In-spector.		Sam-pler.		Assistant weigher.		Messen-ger.		Junior clerk.		Night in-spector.		Opener and packer.		Watch-man.	
	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.
1883-84	13		1										2				1	
1884-85	22		11		3		3						4					
1885-86	49	1	27		13	1	3	1					23	1	29			
1886-87	81	2	67	3	7		3						23	1	7		6	
1887-88	94		45		7		27						14		15		3	
1888-89	110	7	44	1	7	1	35	1					13		8			
1889-90	19	7	7	2	2	4	3	16					3	14	12			
1890-91	42	7	16	3	3		1	1					33	5	8			
1891-92	32	18	35	3	6	3	12	6					3	4	7			1
1892-93	29	6	6		3	1	7	3					6					
1893-94	39	2	7		1		15	2					12		6			
1894-95	43	2	7	2	7		15	2	5		2		14		7		2	
1895-96	18		16	4	3	1	31	7	3	3	1		13		12		2	
1896-97	3	2		4	4		2	5					5		6		1	1
1897-98	7	2		1	1		23	7					3		1		1	
1898-99	27	3	12	3	14	1	10	13	11		29		3		20		1	
1899-1900	12	4			11	1	17	3	16	2	18		6	2	5		6	4
1900-1901	30	11	54	57	9	1	8	22	16	1	2		7	1	3		15	13
1901-1902	17	5	16	2	2	1	17	2	6	1	27		3	1	16		2	1
Total	687	91	367	102	89	15	205	62	101	7	81	3	180	41	145	31	45	21

Year	Attendant.		Foreman.		Laborer.		Inspectress.		Examiner.		Assistant-gauger.		Assistant-book-binder.		Weigher.		Total.	
	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.
1883-84																	28	
1884-85									4								52	1
1885-86									25	1	2	5					164	12
1886-87	1						9		10								209	7
1887-88							6		5								215	
1888-89							2		12								214	13
1889-90									10								39	76
1890-91									2	5							91	35
1891-92									5	1	1						88	39
1892-93									1		1						53	9
1893-94									1								69	2
1894-95									8								110	13
1895-96	5								12	1							143	11
1896-97	1	1							2		1						27	25
1897-98	1				3				2	2							60	19
1898-99	9		1		6				4	23							153	27
1899-1900	1								10								103	17
1900-1901	2	1	1	1	1				3	2		1					171	97
1901-1902	3						1	1	5	1	2				3		98	15
Total	23	2	3	1	10		18	14	121	20	11	5	1		3		2,087	418

INTERNAL-REVENUE SERVICE.

HISTORICAL SKETCH.

On May 7, 1895, an Executive order was issued classifying clerks, storekeeper-gaugers, and gaugers in the Internal-Revenue Service, and on May 6, 1896, this was followed by an order extending the civil-service rules to all officers and employees in that service above mere laborers and below officers subject to confirmation by the Senate. Under the first order deputy collectors were not classified, and their omission made the application of the rules to this service largely nugatory. The second order had the effect of classifying the entire service within the limits fixed by the civil-service act. These orders brought into the classified service 2,939 employees. By the amendments to the rules of November 2, 1896, and July 27, 1897, the following positions were excepted from competitive examination:

1. One employee in each district to act as cashier or chief deputy or assistant collector.
2. One deputy collector in each district in which the number of employees in the office of the collector exceeds four.
3. One deputy collector in each stamp agency or branch office.

Under the amendment of July 27, 1897, it was required that appointments to such positions should be made subject to a noncompetitive examination, to be prescribed by the Secretary of the Treasury and not disapproved by the Commission, equal to the examination held by the Commission for positions of like grades, such examinations to be conducted by the Commission in accordance with its regulations. On May 29, 1899, the President excepted from competitive examination the following additional classes of employees:

1. Deputy collectors who are borne on the rolls as such, and the allowance for whose salaries is approved by the Secretary of the Treasury.
2. Storekeepers and gaugers whose compensation does not exceed \$3 per day when actually employed, and whose aggregate compensation shall not exceed \$500 per annum.
3. All positions in Alaska.

This amendment further provided that appointments to the above-enumerated positions should be subject to an examination, to be prescribed by the Secretary of the Treasury, equivalent to the examination held by the Commission for positions of like grade, such examination to be conducted by the Civil Service Commission. Since the promulgation of this order over 700 persons have been appointed in the Internal-Revenue Service, subject to noncompetitive examination. The Commission has been able to examine but 11 of the persons so appointed.

The Internal-Revenue Service now contains approximately 3,480 classified positions, embracing 1,430 that are excepted from competitive examination. Of these 578 are storekeepers and gaugers, 832 deputy collectors, and 20 employees excluded in part under paragraph 8 of Rule III, leaving 2,050 competitive positions. During the fiscal year ended June 30, 1902, there were reported to the Commission 382 separations and 325 appointments in the noncompetitive service, while there were 148 separations and 301 appointments in the competitive portion. Two hundred and fifty were appointed through examination and certification, the remaining 51 being reinstatements under Rule IX, 44 of which were reinstated under the military clause and 7 were civilians. The Commission has been unable to hold all the noncompetitive examinations required under Rule VI. Of 625 persons appointed in the classified Internal-Revenue Service during the fiscal year, 250 entered through competitive or noncompetitive examination.

TABLE 38.—Showing changes in the Internal-Revenue Service during the fiscal year ended June 30, 1902.

Office.	Appointments.										Separations.						Selected, not appointed.				Temporary.			Remarks.
	Original appointments.					Reinstate-ments.					Nonex-cepted.						Declined.			Through certification.				
	Nonex-cepted.					Total appointments.					Nonex-cepted.						Total.			Without certification.				
	Clerks.					Total appointments.					Nonex-cepted.						Total.			Without certification.				
	Male.	Female.	Storekeepers.	Gaugers.	Storekeeper-gaugers.	Excepted deputy collectors.	Excepted storekeeper-gaugers.	Total excepted.	Soldiers and sailors.	Civilians.	Total appointments.	Removals.	Resignations.	Deaths.	Total.	Removals.	Resignations.	Deaths.	Total.	Removals.	Resignations.	Deaths.	Total.	
Albany, N. Y.						1	6	1		4	1	4	2	7	1	59	1	1	3	2	14	3	112	2 deputy collectors transferred to storekeeper-gaugers; 1 deputy collector transferred to clerk.
Alexandria, Va.						4	83		2	91	8	5	1	14	1	30	3	1	2	1	14	3	112	
Asheville, N. C.						3	1	1		5	3	3	1	1	1	1	30	1	1	1	1	1	1	1 deputy collector transferred to storekeeper-gauger; 1 deputy collector transferred to clerk.
Atlanta, Ga.						3	1	1		5	3	1	1	1	1	1	1	1	1	1	1	1	1	
Austin, Tex.						3	1	1		5	3	1	1	1	1	1	1	1	1	1	1	1	1	1 deputy collector transferred to storekeeper-gauger; 1 deputy collector transferred to clerk.
Baltimore, Md.						3	1	1		5	3	1	1	1	1	1	1	1	1	1	1	1	1	
Birmingham, Ala.						3	1	1		5	3	1	1	1	1	1	1	1	1	1	1	1	1	5 storekeeper-gaugers detailed to Albany, N. Y.; 1 deputy collector transferred to clerk.
Boston, Mass.						3	1	1		5	3	1	1	1	1	1	1	1	1	1	1	1	1	
Bristol, Tenn.						3	1	1		5	3	1	1	1	1	1	1	1	1	1	1	1	1	1 deputy collector transferred to clerk.
Brooklyn, N. Y.						3	1	1		5	3	1	1	1	1	1	1	1	1	1	1	1	1	
Burlington, Iowa.						3	1	1		5	3	1	1	1	1	1	1	1	1	1	1	1	1	1 deputy collector transferred to clerk.
Camden, N. J.						3	1	1		5	3	1	1	1	1	1	1	1	1	1	1	1	1	
Chicago, Ill.						3	1	1		5	3	1	1	1	1	1	1	1	1	1	1	1	1	1 deputy collector transferred to clerk.
Chillicothe, Ohio.						3	1	1		5	3	1	1	1	1	1	1	1	1	1	1	1	1	
Cincinnati, Ohio.						3	1	1		5	3	1	1	1	1	1	1	1	1	1	1	1	1	1 deputy collector transferred to clerk.



TABLE 38.—Showing changes in the Internal-Revenue Service during the fiscal year ended June 30, 1902—Continued.

Office.	Appointments.										Separations.						Selected, not appointed.				Temporary.			Remarks.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																															
	Original appointments.										Nonexcepted.						Excepted and unclassified.						Total.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																
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	Male.	Female.	Storekeepers.	Gaugers.	Storekeeper-gaugers.	Total.	Excepted deputy collectors.	Excepted storekeepers and gaugers.	Total excepted.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																														

1 deputy collector transferred to storekeeper-gauger.



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TABLE 39.—*Appointments by examination, by reinstatement, and by transfer in the various branches of the competitive classified service, and percentage of number of competitive positions, by fiscal years—Continued.*

CUSTOM-HOUSE SERVICE.

Year.	Number of competitive positions (approximated).	By examination.		By reinstatement.		By transfer.		Total appointments.	
		Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
1895.....	3,756	272	7.2	61	1.6	2	0.05	335	8.9
1896.....	4,550	460	10.1	75	1.6			535	11.8
1897.....	4,933	100	2.0	57	1.2			157	3.2
1898.....	4,933	232	4.1	100	2.0	3	.06	335	6.2
1899.....	5,024	351	7.0	79	1.6	5	.1	435	8.7
1900.....	5,115	210	4.1	51	1.0	2	.04	263	5.1
1901.....	5,142	307	6.0	33	.6	17	.3	357	6.9
1902.....	5,211	268	5.1	33	.6	20	.4	321	6.2
Total.....		2,170		489		49		2,708	

INTERNAL-REVENUE SERVICE.

[Classified August 3, 1895.]

1895.....	3,168	116	3.6	28	0.9	1	0.03	145	4.5
1896.....		76	2.4	39	1.2			115	3.6
1897.....	3,168	229	7.2	207	6.5	1	.03	437	13.8
1898.....	1,876	168	9.0	27	1.4			195	10.4
1900.....	1,876	80	4.3	41	2.2			121	6.5
1901.....	1,863	83	4.5	25	1.3			108	5.8
1902.....	2,015	250	12.4	50	2.5	1	.06	301	14.9
Total.....		1,002		417		3		1,422	

ENTIRE CLASSIFIED SERVICE.

1895.....	54,222	4,793	8.8	390	0.7	277	0.5	5,460	10.0
1896.....	87,043	5,086	5.8	643	.7	198	.2	5,927	6.8
1897.....	85,886	3,047	3.6	1,106	1.3	277	.3	4,430	5.2
1898.....	89,906	7,870	8.8	1,334	1.5	445	.5	9,649	10.8
1899.....	93,144	9,388	10.8	768	.8	366	.4	10,512	12.0
1900.....	94,893	9,689	10.2	1,027	1.1	453	.5	11,169	11.8
1901.....	106,205	9,875	9.3	864	.8	553	.5	11,292	10.6
1902.....	107,990	12,894	11.9	764	.7	545	.5	13,203	12.2
Total.....		62,642		6,866		3,104		72,612	

TABLE 40.—*Showing the number of positions in the different branches of the classified service filled by original appointment, by transfer, and by reinstatement, whether in Washington, D. C., or elsewhere, during the fiscal year ended June 30, 1902, with the general educational requirements for original entrance to such positions.*

Requirements of entrance examination and manner of entrance of appointees.	Branch of classified service.						Total.
	In Wash- ington, D. C.		Outside Washington, D. C.				
	De- part- men- tal.	Gov- ern- ment Print- ing.	De- part- men- tal.	Cus- tom- House.	Inter- nal Rev- enue.	Post- Office.	
Positions filled which require no more than a common-school education for entrance examination:							
By competitive examination .....	515	93	1,470	255	250	4,764	7,347
By transfer—							
With noncompetitive examination	54	1	31			6	92
Without noncompetitive examina- tion .....	227	3	74	2	1	16	323
By reinstatement .....	146	38	120	18	50	114	486
Total .....	942	135	1,695	275	301	4,900	8,248
Positions filled which require, in addition to a common-school education, some technical skill or special training:							
By competitive examination .....	236	218	455	8			917
By transfer—							
With noncompetitive examination	4		15				19
Without noncompetitive examina- tion .....	34	6	10				50
By reinstatement .....	4	54	72				130
Total .....	278	278	552	8			1,116
Positions filled which require a college education or special technical training:							
By competitive examination .....	125		111				236
By transfer—							
With noncompetitive examination	1		1				2
Without noncompetitive examina- tion .....	8		22				30
By reinstatement .....	3		15				18
Total .....	137		149				286
Positions filled under the registration system without educational tests:							
By competitive examination .....	294	3	2,538	5		1,557	4,397
By transfer—							
With noncompetitive examination	2		1				3
Without noncompetitive examina- tion .....		1	4				5
By reinstatement .....	14		101				115
Total .....	310	4	2,644	5			2,963
Grand total .....	1,667	417	5,040	288	301	6,457	14,170

NOTE.—Appointments and transfers to the Philippine service and transfers from one post-office to another are omitted from the above table.



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TABLE 41.—*Showing number of competitive positions in the classified service, the number and percentage of removals from the classified service, and the number of removals from excepted positions, positions excluded in part, and unclassified, except for mechanics and workmen in the Navy-Yard Service and in the Engineer and Ordnance Departments, during the fiscal year ended June 30, 1902.*

	Competitive service.			Removals in unclassified, excepted, and excluded in part positions.
	Number of positions.	Number of removals.	Percentage of removals.	
Departmental Service at Washington, D. C.:				
State.....	84			
Treasury.....	5,239	73	1.4	26
War.....	1,716	24	1.4	
Navy.....	452			
Post-Office.....	1,119	8	.3	1
Interior.....	3,277	12	.4	24
Agriculture.....	606	1	.1	
Justice.....	96	1	.1	
Labor.....	94			
Smithsonian Institution.....	228	2	.1	118
Interstate Commerce Commission.....	112	1	.1	
Fish Commission.....	60			2
Civil Service Commission.....	62			
State, War, and Navy building.....	120			2
Total.....	13,265	117	.9	173
Government Printing Service.....	3,750	51	1.4	4
Service outside Washington, D. C., or not in the Departmental Service proper:				
Treasury—				
Navigation.....	30			
Custodian.....	980	27	2.9	53
Public buildings under construction.....	92	18	14.1	
Immigration.....	297	16	5.4	6
Light-House.....	2,229	24	1.	
Life-Saving.....	2,111	94	4.5	
General Appraisers.....	56			
Special Agents Division.....	350	1	.3	
Subtreasury.....	296			
Steamboat Inspection.....		3	2.	
Mint.....	1,020	4	.4	6
Revenue-Cutter.....	15			
Agriculture.....	1,476	9	.6	<sup>a</sup> 16
Justice.....	116	1	.1	2
War—				
Quartermaster's Department.....	750	37	5.	
Navy.....	<sup>b</sup> 1,500	14	1.	7
Post-Office—				
Railway Mail.....	9,000	67	.7	
Interior—				
Land.....	236	9	3.8	8
Indian.....	1,925	12	.6	7
Pension Agency.....	425	5	1.2	
Architect of the Capitol.....	31			
Freedmen's Hospital.....	12			4
Government Hospital for the Insane.....	290	30	10.3	2
Total.....	23,354	366	1.6	121
Total of the above.....	40,369	534	1.3	298
Other services outside Washington, D. C.:				
Post-Office.....	40,114	375	.9	90
Custom-House.....	5,211	75	1.4	79
Internal-Revenue.....	2,015	58	2.8	155
Grand total.....	87,709	1,042	1.2	622

<sup>a</sup> During April, May, and June, 1902.<sup>b</sup> Not including mechanics and skilled workmen.

NOTE.—The annual percentage of removals from March 4, 1893, to May 6, 1896, was 19.5 in the Custodian Service and 15.9 in the Mint and Assay Service.

TABLE 42.—Showing the number of emergency and temporary appointments, by branches of the service, Departments, Bureaus, etc., authorized or approved under the various sections of Rule VIII during the fiscal year ended June 30, 1902.

Department and Bureau or Service.	Section 13, emergency.	Section 14, temporary.	Section 16, temporary.
<b>Treasury:</b>			
Supervising Architect .....		15	
Bureau of Engraving and Printing .....		37	7
Life-Saving .....	2	51	
Mint and Assay .....		39	
Subtreasury .....		11	
Steamboat Inspection .....	1	6	
Light-House .....	30	200	15
Coast and Geodetic Survey .....	1	33	9
Marine-Hospital and Public Health .....	100	107	27
Custodian .....	36	79	1
Immigration .....	5	12	6
Superintendent Public Buildings .....		1	3
Special Agents' Division .....		9	
Department proper .....	5		1
<b>Total .....</b>	<b>189</b>	<b>604</b>	<b>69</b>
<b>Interior:</b>			
General Land Office .....		1	
United States land offices .....	22	21	9
Pension agencies .....	25	7	50
Indian .....	57	255	5
Geological Survey .....	11	9	5
Freedmen's Hospital .....		4	
Surveyor-General .....	6	13	16
Department proper .....	2		3
<b>Total .....</b>	<b>123</b>	<b>310</b>	<b>88</b>
<b>Navy:</b>			
Navy-yards .....	9	40	7
Department proper .....	4	13	
<b>Total .....</b>	<b>13</b>	<b>53</b>	<b>7</b>
<b>War:</b>			
Engineer .....		29	5
Ordnance .....	1	31	2
Quartermaster-General .....	52	210	73
Subsistence .....		2	
Signal Service .....		1	
Department proper .....	2	20	6
<b>Total .....</b>	<b>55</b>	<b>293</b>	<b>86</b>
<b>Justice:</b>			
United States penitentiaries .....	1	15	3
Department proper .....			1
<b>Total .....</b>	<b>1</b>	<b>15</b>	<b>4</b>
<b>Post-Office:</b>			
Railway Mail .....		9	
Rural Free Delivery .....	1	2	3
Department proper .....	1	3	2
<b>Total .....</b>	<b>2</b>	<b>14</b>	<b>5</b>
<b>Agriculture:</b>			
Weather Bureau .....	1	18	
Animal Industry .....		14	
Miscellaneous .....	1	22	3
<b>Total .....</b>	<b>2</b>	<b>54</b>	<b>3</b>
<b>Smithsonian Institution .....</b>	<b>3</b>	<b>7</b>	<b>10</b>
<b>Interstate Commerce Commission .....</b>	<b></b>	<b>5</b>	<b>1</b>
<b>Commission of Fish and Fisheries .....</b>	<b>3</b>	<b></b>	<b></b>
<b>Government Printing Office .....</b>	<b>19</b>	<b>12</b>	<b>166</b>
<b>Custom-houses .....</b>	<b>15</b>	<b>78</b>	<b>12</b>
<b>Internal Revenue .....</b>	<b>2</b>	<b>201</b>	<b>26</b>
<b>Post-offices .....</b>	<b>105</b>	<b>859</b>	<b></b>
<b>Total .....</b>	<b>147</b>	<b>1,162</b>	<b>215</b>
<b>Total, all services .....</b>	<b>532</b>	<b>2,505</b>	<b>477</b>

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TABLE 43.—*Showing, by Departments and branches of the service, temporary appointments made permanent under section 17, of Rule VIII, from May 29, 1899, to June 30, 1902.*

Department of State .....	2	
Treasury Department proper .....	2	
Bureau of Engraving and Printing .....	26	
Coast and Geodetic Survey .....	7	
Custodian and janitor service .....	21	
Customs service .....	34	
Immigration service .....	7	
Light-House service .....	83	
Marine-Hospital service .....	74	
Mint and assay service .....	131	
Shipping commissions .....	1	
Special agents .....	8	
Steamboat-Inspection service .....	8	
Subtreasury service .....	4	
Total .....		398
War Department proper .....	12	
Engineer Department at large .....	13	
Headquarters of the Army .....	1	
Medical Department at large .....	18	
Military Academy .....	1	
Ordnance Department at large .....	20	
Pay Department at large .....	39	
Quartermaster's Department at large .....	<sup>a</sup> 338	
Signal Service at large .....	2	
Subsistence Department at large .....	59	
Total .....		508
Navy Department proper .....	2	
Outside Navy Department proper .....	44	
Total .....		46
Post-Office Department proper .....	15	
Post-Office service .....	16	
Total .....		31
Interior Department proper .....	6	
General Land Office .....	5	
Indian service .....	44	
Land service .....	16	
Pension agency service .....	11	
Surveyor-General's office .....	10	
Total .....		92
Department of Justice .....		2
Department of Agriculture proper .....	2	
Outside Department proper .....	7	
Total .....		9
Government Printing Office .....	22	
Fish Commission .....	1	
State, War, and Navy Department building .....	1	
Grand total .....		1,107

<sup>a</sup>The number of temporary appointments made permanent in the Quartermaster's Department at large is given as 374 in the Sixteenth Report. It was impossible at the time to obtain for formal approval a list of the temporary appointments due to the Spanish-American war emergency, but the Assistant Secretary of War, on October 20, 1899, wrote to the Commission, transmitting the names of temporary employees who were in the service on May 29, 1899, and were still serving, and requested the Commission to approve their permanent appointments. This list included the names of 374 employees in the Quartermaster's Department at large, and the Commission approved their permanent appointments on November 23, 1899. A subsequent list from the War Department of "all persons who have received permanent appointments in the Quartermaster's Department at large" materially reduced this number, not all who were included in the first list having actually received permanent appointment.

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TABLE 44.—Showing, for all branches of the classified service, the number examined, the number that passed, the per cent that passed, the number appointed, the per cent appointed of those that passed, and the approximate number of competitive positions in the service, during the several periods covered by the reports of the Commission.

Branch of service and period covered.	Approximate number of competitive positions.	Examined.	Passed.	Per cent that passed.	Appointed.	Per cent appointed of those that passed.
<b>DEPARTMENTAL SERVICE.</b>						
July 16, 1883, to Jan. 15, 1884.....	5,517	784	459	58.5	48	10.5
Jan. 16, 1884, to Jan. 15, 1885.....	5,517	2,276	1,338	58.8	432	32.3
Jan. 16, 1885, to Jan. 15, 1886.....	5,700	1,754	1,038	59.2	239	23.0
Jan. 16, 1886, to Jan. 15, 1887.....	6,000	2,304	1,583	68.7	392	24.7
Jan. 16, 1887, to June 30, 1887.....	6,272	2,023	1,394	68.9	155	11.1
July 1, 1887, to June 30, 1888.....	8,212	2,699	1,796	64.3	352	20.2
July 1, 1888, to June 30, 1889.....	8,436	3,697	2,182	59.0	387	17.7
July 1, 1889, to June 30, 1890.....	8,436	3,751	2,117	56.5	557	26.3
July 1, 1890, to June 30, 1891.....	9,560	5,251	3,366	64.1	1,152	34.2
July 1, 1891, to June 30, 1892.....	9,560	3,919	2,604	66.5	478	18.3
July 1, 1892, to June 30, 1893.....	10,048	2,446	1,664	68.4	365	21.8
July 1, 1893, to June 30, 1894.....	10,604	3,532	2,366	67.0	386	16.2
July 1, 1894, to June 30, 1895.....	11,776	3,231	1,843	57.4	409	22.8
July 1, 1895, to June 30, 1896.....	40,970	3,443	2,024	58.8	442	21.7
July 1, 1896, to June 30, 1897.....	37,500	12,098	6,834	56.5	666	9.2
July 1, 1897, to June 30, 1898.....	37,500	17,323	12,135	70.1	3,526	29.0
July 1, 1898, to June 30, 1899.....	37,500	25,281	19,208	76.0	5,217	27.2
July 1, 1899, to June 30, 1900.....	37,500	17,165	12,821	74.7	4,416	34.4
July 1, 1900, to June 30, 1901.....	44,800	16,973	12,401	73.1	4,232	34.1
July 1, 1901, to June 30, 1902.....	45,975	20,677	14,702	71.1	4,897	34.7
Total.....		150,627	103,815	68.9	28,748	26.4
<b>RAILWAY MAIL SERVICE.</b>						
May 1, 1889, to June 30, 1889.....	5,448	2,236	1,802	80.6	125	6.9
July 1, 1889, to June 30, 1890.....	5,836	4,463	3,129	70.2	1,400	44.7
July 1, 1890, to June 30, 1891.....	6,032	3,706	2,588	69.8	1,062	41.0
July 1, 1891, to June 30, 1892.....	6,417	4,597	2,949	64.2	1,199	40.6
July 1, 1892, to June 30, 1893.....	6,645	3,555	2,316	65.2	993	42.9
July 1, 1893, to June 30, 1894.....	6,852	4,267	3,120	73.3	718	23.0
July 1, 1894, to June 30, 1895.....	7,045	4,641	3,107	67.0	643	20.7
July 1, 1895, to June 30, 1896.....	7,408	5,113	3,127	61.2	655	21.9
July 1, 1896, to June 30, 1897.....	7,573	6,431	4,710	73.2	381	8.1
July 1, 1897, to June 30, 1898.....	7,999	4,799	3,828	79.8	698	18.2
July 1, 1898, to June 30, 1899.....	8,388	5,220	4,319	82.7	774	17.9
July 1, 1899, to June 30, 1900.....	8,696	4,488	3,844	85.7	736	19.1
July 1, 1900, to June 30, 1901.....	8,975	4,359	3,593	82.4	816	22.7
July 1, 1901, to June 30, 1902.....	9,000	377	258	68.4	1,017	(a)
Total.....		58,252	42,690	73.3	11,217	26.2
<b>INDIAN SERVICE.</b>						
October 13, 1891, to June 30, 1892.....	626	158	94	59.5	10	10.6
July 1, 1892, to June 30, 1893.....	650	471	284	60.3	141	49.7
July 1, 1893, to June 30, 1894.....	740	431	290	67.3	166	57.3
July 1, 1894, to June 30, 1895.....	740	696	325	46.8	121	37.2
July 1, 1895, to June 30, 1896.....	1,896	615	387	62.9	88	22.7
July 1, 1896, to June 30, 1897.....	1,896	724	370	51.1	103	28.0
July 1, 1897, to June 30, 1898.....	1,890	503	266	53.8	212	71.6
July 1, 1898, to June 30, 1899.....	1,890	412	234	56.8	218	93.6
July 1, 1899, to June 30, 1900.....	1,890	586	323	55.1	280	83.1
July 1, 1900, to June 30, 1901.....	1,925	269	116	43.1	164	(b)
July 1, 1901, to June 30, 1902.....	1,925	767	396	51.6	177	(b)
Total.....		5,631	3,115	55.3	1,680	44.7
<b>CUSTOM-HOUSE SERVICE.</b>						
July 16, 1883, to January 15, 1884.....	2,573	817	466	57.0	69	14.8
January 16, 1884, to January 15, 1885.....	2,573	838	541	64.6	119	22.0
January 16, 1885, to January 15, 1886.....	2,573	1,736	1,043	60.1	169	16.2
January 16, 1886, to January 15, 1887.....	2,573	4,068	2,547	62.8	641	25.2
January 16, 1887, to June 30, 1887.....	2,573	4,068	2,547	62.8	641	25.2
July 1, 1887, to June 30, 1888.....	2,598	2,479	1,500	60.5	340	22.7
July 1, 1888, to June 30, 1889.....	2,800	2,425	1,379	56.8	351	24.0
July 1, 1889, to June 30, 1890.....	3,257	3,587	1,797	50.1	375	20.8
July 1, 1890, to June 30, 1891.....	3,372	1,579	992	62.8	320	32.3
July 1, 1891, to June 30, 1892.....	3,420	1,624	992	59.3	161	16.7
July 1, 1892, to June 30, 1893.....	3,514	2,491	1,270	51.0	287	22.5

a See note a, foot of p. 288.

b See note b, foot of p. 288.

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TABLE 44.—Showing, for all branches of the classified service, the number examined, the number that passed, the per cent that passed, the number appointed, the per cent appointed of those that passed, and the approximate number of competitive positions in the service, during the several periods covered by the reports of the Commission—Continued.

Branch of service and period covered.	Approximate number of competitive positions.	Examined.	Passed.	Per cent that passed.	Appointed.	Per cent appointed of those that passed.
CUSTOM-HOUSE SERVICE—continued.						
July 1, 1893, to June 30, 1894.....	3,625	3,372	2,012	59.7	280	13.9
July 1, 1894, to June 30, 1895.....	3,756	3,031	1,734	57.3	272	15.7
July 1, 1895, to June 30, 1896.....	4,550	4,018	2,769	68.9	460	16.6
July 1, 1896, to June 30, 1897.....	4,933	7,296	4,498	61.7	100	2.2
July 1, 1897, to June 30, 1898.....	4,933	5,340	3,745	70.1	202	5.4
July 1, 1898, to June 30, 1899.....	5,024	6,454	4,722	73.2	351	7.4
July 1, 1899, to June 30, 1900.....	5,115	4,968	4,116	82.9	210	5.1
July 1, 1900, to June 30, 1901.....	5,142	3,433	2,856	83.2	527	18.4
July 1, 1901, to June 30, 1902.....	5,211	6,179	4,906	79.4	407	8.3
Total .....		65,724	43,855	66.7	5,621	12.8
INTERNAL-REVENUE SERVICE.						
May 7, 1895, to June 30, 1895.....	3,168	2,055	960	46.7	116	12.1
July 1, 1895, to June 30, 1896.....						
July 1, 1896, to June 30, 1897.....	3,168	3,135	1,559	49.7	76	4.9
July 1, 1897, to June 30, 1898.....	3,168	2,309	924	40.0	229	24.8
July 1, 1898, to June 30, 1899.....	1,876	667	388	58.1	168	43.3
July 1, 1899, to June 30, 1900.....	1,876	462	288	62.3	80	27.8
July 1, 1900, to June 30, 1901.....	1,863	449	252	56.1	87	34.5
July 1, 1901, to June 30, 1902.....	2,015	1,057	615	58.2	251	40.8
Total .....		10,124	4,986	49.2	1,007	20.2
POST-OFFICE SERVICE.						
July 16, 1883, to Jan. 15, 1884.....	5,690	1,941	1,119	57.7	372	33.2
Jan. 16, 1884, to Jan. 15, 1885.....	7,560	3,233	2,262	70.0	1,249	55.2
Jan. 16, 1885, to Jan. 15, 1886.....	9,000	4,113	2,953	71.8	1,473	49.9
Jan. 16, 1886, to Jan. 15, 1887.....						
Jan. 16, 1887, to June 30, 1887.....	10,500	7,467	5,222	69.9	3,254	62.3
July 1, 1887, to June 30, 1888.....	11,767	6,103	3,632	59.5	1,924	53.0
July 1, 1888, to June 30, 1889.....	12,966	10,702	6,615	61.8	2,938	44.4
July 1, 1889, to June 30, 1890.....	13,097	11,193	6,904	61.7	2,850	41.2
July 1, 1890, to June 30, 1891.....	14,909	8,538	5,840	68.4	2,861	48.9
July 1, 1891, to June 30, 1892.....	17,500	9,162	5,551	60.6	2,113	38.2
July 1, 1892, to June 30, 1893.....	23,058	15,875	8,474	53.3	2,505	29.6
July 1, 1893, to June 30, 1894.....	24,000	25,777	14,343	55.7	3,154	19.7
July 1, 1894, to June 30, 1895.....	25,000	19,438	12,802	65.9	3,348	26.2
July 1, 1895, to June 30, 1896.....	26,316	14,433	10,374	71.9	3,148	30.3
July 1, 1896, to June 30, 1897.....	28,000	20,226	10,934	54.1	1,570	14.4
July 1, 1897, to June 30, 1898.....	31,000	14,891	9,161	61.5	2,758	30.1
July 1, 1898, to June 30, 1899.....	35,650	10,509	6,852	65.2	2,584	37.7
July 1, 1899, to June 30, 1900.....	37,000	16,584	11,447	69.0	3,931	34.3
July 1, 1900, to June 30, 1901.....	40,000	20,901	12,749	61.0	4,226	33.6
July 1, 1901, to June 30, 1902.....	40,114	30,605	18,858	61.6	6,328	33.5
Total .....		251,691	156,092	62.0	52,586	33.6
GOVERNMENT PRINTING SERVICE.						
June 13, 1895, to June 30, 1895.....						
July 1, 1895, to June 30, 1896.....	2,736	1,502	1,073	71.4	177	16.5
July 1, 1896, to June 30, 1897.....	2,816	661	569	86.1	155	26.5
July 1, 1897, to June 30, 1898.....	2,816	547	511	93.4	245	47.9
July 1, 1898, to June 30, 1899.....	2,816	631	589	93.3	245	50.0
July 1, 1899, to June 30, 1900.....	2,816	2,349	2,126	90.5	236	11.1
July 1, 1900, to June 30, 1901.....	3,500	1,709	1,554	90.9	172	11.1
July 1, 1901, to June 30, 1902.....	3,750	896	774	86.4	221	28.6
Total .....		8,295	7,196	86.8	1,451	20.1

TABLE 44.—*Showing, for all branches of the classified service, the number examined, the number that passed, the per cent that passed, the number appointed, the per cent appointed of those that passed, and the approximate number of competitive positions in the service, during the several period: covered by the reports of the Commission—Continued.*

Branch of service and period covered.	Approximate number of competitive positions.	Examined.	Passed.	Per cent that passed.	Appointed.	Per cent appointed of those that passed.
SUMMARY.						
July 16, 1883, to January 15, 1884.....	13,780	3,542	2,044	57.7	489	23.9
January 16, 1884, to January 15, 1885.....	15,590	6,347	4,141	65.2	1,800	43.5
January 16, 1885, to January 15, 1886.....	17,273	7,602	5,084	66.2	1,881	37.4
January 16, 1886, to January 15, 1887.....	19,345	15,852	10,746	67.8	4,442	41.3
January 16, 1887, to June 30, 1887.....						
July 1, 1887, to June 30, 1888.....	22,577	11,281	6,868	60.9	2,616	38.0
July 1, 1888, to June 30, 1889.....	29,650	19,060	11,978	62.8	3,781	31.6
July 1, 1889, to June 30, 1890.....	30,626	22,964	13,947	60.7	5,182	37.2
July 1, 1890, to June 30, 1891.....	33,873	19,074	12,786	67.0	5,395	42.0
July 1, 1891, to June 30, 1892.....	37,523	19,460	12,160	62.5	3,961	32.5
July 1, 1892, to June 30, 1893.....	43,915	24,838	14,008	56.5	4,291	30.6
July 1, 1893, to June 30, 1894.....	45,821	37,379	22,131	59.2	4,704	19.8
July 1, 1894, to June 30, 1895.....	54,222	31,036	19,811	63.9	4,793	24.2
July 1, 1895, to June 30, 1896.....	87,044	31,179	20,714	66.4	5,086	24.6
July 1, 1896, to June 30, 1897.....	85,886	50,571	23,474	58.3	3,047	10.3
July 1, 1897, to June 30, 1898.....	89,306	45,712	30,600	66.9	7,870	25.7
July 1, 1898, to June 30, 1899.....	93,144	49,269	30,355	74.0	9,557	26.3
July 1, 1899, to June 30, 1900.....	94,863	46,602	34,965	75.0	9,889	28.3
July 1, 1900, to June 30, 1901.....	106,205	48,063	33,521	69.7	10,291	30.7
July 1, 1901, to June 30, 1902.....	107,990	60,558	40,509	66.9	13,298	32.8
Total.....		550,449	361,792	65.7	102,373	28.2

<sup>a</sup> On account of the abundance of eligibles remaining from previous year, but few examinations were held; percentage upon the basis of these figures would therefore be deceptive.

<sup>b</sup> By the revision of the rules of May 6, 1896, the Indian Service was made a part of the Departmental Service, but for the purpose of comparison with previous years the Commission has, in its annual reports, kept separate statistics for this service. Only about one-half of the appointments in the Indian Service from July 1, 1900, to June 30, 1902, were made from examinations for positions belonging exclusively to the Indian Service, the remainder being made from examinations for positions in the Departmental Service generally. Percentages relating exclusively to the Indian Service can not therefore be given.

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### LIST OF NEW EXAMINATIONS PREPARED DURING THE FISCAL YEAR ENDED JUNE 30, 1902.

Artist—Bureau of Plant Industry, Dept. of Agriculture.  
 Assistant physicist—Dept. of Agriculture.  
 Electrician—Custodian Service.  
 Draftsman and engraver—Division of Forestry, Dept. of Agriculture.  
 Promotion to inspector—New York Custom-House.  
 Assistant teller—Schedule "A"—Sub-Treasury Service.  
 Dynamo tender—Custodian Service, Treasury Department.  
 Photomechanical engraver—Geological Survey.  
 Translator Spanish—Departmental and custom-house examinations—Porto Rico.  
 Junior translator, Spanish—Departmental and custom-house examinations—Porto Rico.  
 Examiner of art works—Custom-House Service.  
 Examiner—Custom-House—Promotion from assistant gauger.  
 Promotion, printer to copyist—Watervliet Arsenal.  
 Cadet—U. S. Naval Academy.  
 Clerk and assistant—Bureau of Plant Industry, Dept. of Agriculture.  
 Assistant chief, Supply Division—Bureau of Engraving and Printing.  
 Assistant astronomer—Naval Observatory.  
 Asst. in Seed Laboratory—Division of Botany, Dept. of Agriculture.  
 Assistant in Dairy Division—Department of Agriculture.  
 Inspector of dredge construction—War Department.  
 Chief taxidermist—National Museum.  
 Machinist with knowledge of electricity, electric elevators—Custodian Service.  
 Telephone switchboard operator—Mint and Assay Service.  
 Laboratory assistant in physics—National Bureau of Standards.  
 Copyist qualified as typewriter repairer—Dept. of Interior.  
 Topographic and mechanical draftsman—War Department.  
 Bookkeeper—Philippine Service (noncompetitive).  
 Forester and inspector—Philippine Service.  
 Forestry inspector—Philippine Service.  
 Assistant surgeon—Freedman's Hospital.  
 Inspector to act as interpreter—Immigration Service.  
 Stenographer—Philippine Service.  
 Typewriter—Philippine Service.  
 Veterinary surgeon—Quartermaster's Dept. at large for Porto Rico.  
 Irrigation assistant—Department of Agriculture.  
 Irrigation engineer—Department of Agriculture.  
 Expert in plant culture and plant breeding—Philippine Service.  
 Agrostologist—Dept. of Agriculture.  
 Chief Road Material Laboratory—Dept. of Agriculture.  
 Food microscopist—Dept. of Agriculture.  
 Manager of Government farms and experiment stations—Philippine Service.  
 Chief clerk—Insular Bureau of Agriculture, Philippine Service.  
 Assistant soil survey—Dept. of Agriculture.  
 Chief mechanic—National Bureau of Standards.  
 Assistant in pathology—Dept. of Agriculture.  
 Assistant in physiology—Dept. of Agriculture.  
 Special agent or route inspector—Rural Carrier Service.  
 Local route inspector—Rural Carrier Service.  
 Grado primero—Porto Rico.  
 Grado segundo—Porto Rico.  
 Grado tercero—Porto Rico.  
 Machine designer—U. S. Mint.  
 Composer qualified as stenographer and typewriter—Philippine Service.  
 Special laborer qualified as blue-printer.  
 Trainmaster—Quartermaster's Dept. at Large.  
 Agrostological clerk.  
 Pomological clerk.  
 Architectural draftsman—Philippine Service.  
 Elevator conductor with knowledge of electric elevators—Custodian Service.  
 Chief engineer—Coast and Geodetic Survey.  
 Deck officer—Coast and Geodetic Survey.  
 Watch officer—Coast and Geodetic Survey.  
 Assistant anthropologist—Philippine Service.  
 Steward and storekeeper—U. S. Penitentiary, Atlanta, Ga.  
 Asst. Engineer—U. S. Penitentiary, Atlanta, Ga.  
 Assistant curator—Dept. of Agriculture.  
 Botanist in charge of Grain Investigations—Dept. Agriculture.  
 First-class engineer—Custodian Service.  
 Second-class or asst. engineer—Custodian Service.  
 Third-class engineer—Custodian Service.  
 Asst. custodian and janitor—Custodian Service.  
 Medical clerk and translator—Dept. of Agriculture.  
 Machinist and instrument maker—Road Material Laboratory—Department of Agriculture.  
 Auditing clerk—Philippine Service.  
 Disbursing clerk—Philippine Service.  
 Analytical chemist—Philippine Service.  
 Physiological chemist—Philippine Service.  
 Pharmacological chemist—Philippine Service.  
 Agricultural chemist—Philippine Service.  
 Librarian—Philippine Service.  
 Clerk—Schedule C—Mint and Assay Service—Seattle, Washington.  
 Photographic assistant—Smithsonian Institution.  
 Assistant—Road Material Laboratory, Dept. of Agriculture.  
 Medical inspector and physician—Philippine Service.  
 Provisional supervisor—Philippine Service.  
 Engineer—Bureau of Chemistry, Dept. of Agriculture.  
 Biological assistant, promotion examination—Dept. of Agriculture.  
 Clerk carrier, Spanish—Porto Rico.  
 Physical chemist—Philippine Service.

TABLE SHOWING SUBJECTS COMPRISED IN EDUCATIONAL EXAMINATIONS.

Examination.	Subject.
(English and Spanish) .....	Arithmetic, 1st, 2d, and 3d grades. Copying from plain copy, 1st, 2d, and 3d grades. Copying from rough draft, 1st grade. Geography, 1st and 2d grades. Letter-writing, 1st, 2d, and 3d grades. Penmanship. Spelling, 1st, 2d, and 3d grades.
Acting Assistant Surgeon.....	Anatomy and physiology. Surgery and surgical pathology. Chemistry, materia medica, and therapeutics. Bacteriology and hygiene. Theory and practice of medicine and general pathology. Obstetrics and gynecology.
Admeasurer, Philippine Service.	Arithmetic and mensuration.
Agrostological clerk .....	Technical agrostology.
Agrostologist .....	Translation of German, French, Spanish, and Latin Education, training, and technical experience. Experience as an executive officer. Thesis on some subject relative to agrostology. Plan for experiments on grasses and forage crops.
Aid, Coast and Geodetic Survey.	Mathematics, including the elements of calculus and descriptive geometry to and including projections. Astronomy, including the determination of latitude, longitude, and azimuth, and the use of the telescope in field work. Physics, including the elements of optics, magnetism, etc. Surveying, including topography and the use of ordinary field instruments, and the calculation of results. Geography of the United States. Modern languages, including translations into English from any two European languages.
Aid, Division of Geology, National Museum.	General geology. Economic geology. Petrography. Mineralogy. Chemistry. Translation of scientific German into English. Translation of scientific French into English. Education and experience.
Apprentice .....	Training.
Apprentice, Mint Service ....	Graduation from technical school of recognized standing. Thesis upon some topic relating to metallurgy, mechanical engineering, or chemistry.
Architectural designer.....	Construction, history, and styles. Drawing and design.
Artist.....	Technical education and experience. Practical tests in sketching and drawing in black and white with pencil and India ink, and painting in water colors, etc., from nature.
Assistant, dairy division ....	Practical dairying. Theory and technique of cheese making. Dairy bacteriology. History and literature of dairying. French or German (letter-writing on dairy subjects and translation of dairy and chemical technique). Adulterations, imitations, and tests of dairy products. Abstracting. Indexing. Proofreading of scientific and technical publications (in English).
Assistant, Division of Entomology.	Economic entomology of the orchard. Systematic entomology. Histology of insects and microscopic methods.
Assistant, Nautical Almanac Office.	Pure mathematics: Algebra, geometry (synthetic and analytic), trigonometry (plane and spherical), logarithms, and calculus. Spherical astronomy.
Assistant, Soil Survey .....	Practical astronomical computations. Physics and chemistry of soil. Rock weathering and soil formation. Soil management and adaptation to crops. Classification and mapping of soil. Soil literature.
Assistant (scientific), Department of Agriculture.	General education and training. Agricultural statistics. Agrostology. Animal bacteriology. Animal pathology. Animal production and dairying. Chemistry, agricultural. Chemistry, analytical—methods for the detection of food adulteration. Chemistry, analytical—official methods except food adulteration. Chemistry, analytical—qualitative and quantitative. Chemistry, industrial. Economic botany. Entomology.



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TABLE SHOWING SUBJECTS COMPRISED IN EDUCATIONAL EXAMINATIONS—Continued.

Examination.	Subject.
Assistant (scientific) Department of Agriculture.	Forestry. Horticulture. Library science. Ornithology and mammalogy. Physics, as applied to meteorology, soils, and irrigation. Physiology and nutrition of man. Plant bacteriology. Plant breeding. Plant pathology. Plant physiology. Pomology. Practice of agriculture. Rural engineering. Seed testing. Zoology.
Assistant agrostologist .....	Training and experience. Thesis. Plan for experiments to solve any forage problem.
Assistant anthropologist, Philippine Service.	Academic and special training, including field work. Publications, etc. Essay on ethnologic subject. Ethnology of Malayo-Polynesia.
Assistant astronomer, Naval Observatory.	Pure mathematics, practical and spherical astronomy, celestial mechanics, general mechanics, optics, and French and German. Experience. Original astronomical investigations.
Assistant chief, supply division, Bureau of Engraving and Printing.	Practical questions. Experience.
Assistant curator, Department of Agriculture.	Education, training, and technical experience. Thesis representing original investigations on some problem connected with economic botany. Plan for the classification of information on economic plants.
Assistant custodian .....	Elements of accounts. Experience.
Assistant engineer, U. S. Penitentiary.	Practical questions. Experience.
Assistant examiner, Patent Office.	Physics. Chemistry, inorganic and organic. Mathematics. Technics. Mechanical drawings.
Assistant geologist .....	French or German (translations into English). Geologic essay. English composition. Drawing. General geology. Special geology: stratigraphy, petrography, paleontology, physiography, glaciology. Experience.
Assistant in pathology .....	Education, training, and experience. Thesis representing original investigation on some problem connected with plant breeding.
Assistant in physiology .....	Plant breeding. Education, training, and experience. Thesis representing original investigation on some problem connected with pathology and physiology. Plant pathology and laboratory methods.
Assistant in spectroscopic work.	Translation of French. Mathematics. Astronomy. Astrophysics. Training and experience.
Assistant microscopist .....	Practical questions on microscope and experience.
Assistant physicist .....	Education and training, with particular reference to the subjects of mathematics, chemistry, and physics. Experience in general laboratory manipulation. Experience in advanced quantitative measurements. Experience in original experimental research. Training in mathematical physics.
Assistant pomologist .....	Education, training, and technical experience. Experience as an executive officer. Thesis on some pomological subject. Plan for orchard experimentation, with a view to determine relative adaptability of varieties to commercial planting in representative fruit districts.
Assistant printer .....	Practical printing.
Assistant superintendent of registry system.	Arithmetic. Official correspondence. Practical questions. Experience and adaptability.

TABLE SHOWING SUBJECTS COMPRISED IN EDUCATIONAL EXAMINATIONS—Continued.

Examination.	Subject.
Assistant surgeon, Freedmen's hospital.	Anatomy and physiology. Surgery and surgical pathology. Chemistry, materia medica, and therapeutics. Bacteriology and hygiene. Theory and practice of medicine and general pathology. Obstetrics and gynecology. Experience (practice).
Assistant to inspector of ordnance.	Mathematics. Practical questions. Education and experience.
Assistant topographer .....	Geographic projections. Mathematics. Geography of the United States. Topographic drawing and lettering. Elements of astronomy and geodesy and use of instruments. Contour construction. Training and experience.
Auditing clerk, Philippine Service.	Arithmetic. Practical questions in auditing accounts. Expert accounting. Experience.
Biological assistant .....	General office work. Technical typewriting. Reference work.
Bookbinder .....	Experience. Character as a workman.
Bookkeeper .....	Practice of bookkeeping.
Bookkeeper, Philippine Service.	Theory of bookkeeping. Practice of bookkeeping. Commercial arithmetic. Experience and education.
Cadet, Revenue-Cutter Service.	General geography. General history and Constitution of the United States. Grammar, composition, and rhetoric. Mathematics (arithmetic, complete; algebra, complete; geometry, plane and solid; trigonometry, plane and spherical). Physics. English literature. French, German, or Spanish. General information.
Carrier, Hungarian .....	Knowledge of Hungarian language.
Carrier, Italian .....	Translating Italian into English.
Carrier, Rural Free Delivery Service.	General intelligence as shown by manner of executing application. Address-reading test. General reputation in the community and ability to furnish equipment.
Chemist, agricultural, Philippine Service.	Physical fitness. Advanced quantitative analysis, including water analysis. Agricultural chemistry, theoretical. Agricultural chemistry, analytical, covering the topics covered in the bulletin of methods of the Association of Official Agricultural Chemists.
Chemist, analytical, Philippine Service.	Technical training and experience. Mineralogy. Physical chemistry. Gas analysis. Assaying. Quantitative and mineral analysis.
Chemist, physical, Philippine Service.	Experience and training. Mathematics (differential and integral calculus). Electrical measurements. Advanced quantitative analysis. Physical chemistry. Literature of physical chemistry.
Chemist, physiological, Philippine Service.	Experience and training. Anatomy and physiology. General biology and microscopic technique. Analysis of foods. Physiologic chemistry and toxicology.
Chief clerk, Insular Bureau of Agriculture.	Technical training and experience. French, translation into English. German, translation into English. Spanish, translation. Spanish, interpreting.
Chief engineer, Coast and Geodetic Survey.	Arithmetic, including proportion. Logarithms, the practical use of. Mechanical drawing. Practical tests or questions on the management and care of marine engines. Experience. Obedience. Promptness. Reliability. Depotment.

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TABLE SHOWING SUBJECTS COMPRISED IN EDUCATIONAL EXAMINATIONS—Continued.

Examination.	Subject.
Chief mechanician, Bureau of Standards.	Arithmetic and mensuration. Elementary physics. Designing of scientific apparatus. Practical questions as to methods of constructing physical and electrical apparatus, etc.
Chief of Road Material Laboratory.	Technical education and experience. Experience in building and conducting laboratories for the examination of road materials. Experience in designing and constructing apparatus and appliances for the analysis and testing of road materials. Papers and publications relative to the testing of road materials. Thesis on a subject relative to the lines of work to be performed.
Chief taxidermist .....	Practical questions. Practical tests. Experience.
Chinese inspector .....	Practical questions relating to Chinese exclusion laws, etc.
Civil and electrical engineer.	Theoretical and practical questions in electrical engineering. Education and experience in civil engineering and in electrical engineering.
Clerk and assistant, Bureau of Plant Industry.	Economic botany. Seed growing and seed handling. German and French. Correction of rough-draft letter.
Clerk carrier .....	Reading addresses.
Clerk carrier, Spanish .....	Reading addresses, Spanish.
Clerk, stenographer and typewriter, Land Office Service.	Elements of bookkeeping and accounts.
Compositor .....	Abbreviations. Correcting proof. Tabulating. Practical questions in job printing. Experience. Character as a workman.
Computer, Bureau of Forestry	Forest mensuration. General forestry. Education and experience. Practical questions.
Copyist, Schedule B, Watervliet Arsenal.	Experience.
Copyist, qualified as typewriter repairer.	Customs regulations.
Custom-house promotion, Class E, 1, 2, 3, 4.	Arithmetic. Efficiency. Practical tests, rapid computations.
Teller .....	Arithmetic, including interest and discount.
Deck officer, Coast and Geodetic Survey.	Algebra, including equations second degree. Trigonometry, plane and spherical. Logarithms, the practical use of. Astronomy. Physics. Free-hand drawing. Government, geography, and business.
Department assistant, Philippine Service.	Thesis. Correction of rough-draft manuscript. Mathematics (arithmetic, algebra—including quadratics—and plane geometry). History, Constitution, Government, and geography of the United States. Commerce and industrial resources of the United States. General history and geography. Territorial government and administration. Political economy. Education and experience. Bookkeeping. Finance. Municipal administration. Taxation.
Disbursing clerk, Philippine Service.	Practical questions on disbursements.
Disciplinarian .....	Experience. Spelling and copying. Arithmetic. School management and pedagogy. General management and discipline of pupils. History and Government of the United States. English grammar and analysis. Physiology and hygiene. Military tactics.
Draftsman, architectural .....	Knowledge of building materials and construction and specifications. Architectural drawing and design. Free-hand drawing, ornament, and orthographic projection. Technical education and experience.

TABLE SHOWING SUBJECTS COMPRISED IN EDUCATIONAL EXAMINATIONS—Continued.

Examinations.	Subject.
Draftsman, heating and ventilating.	Practical questions in heating and ventilating. Drawing and design. Technical education and experience.
Draftsman, hull, Light-House Service.	Applied mathematics. Ship calculations. Ship drafting. Practical shipbuilding. Technical training and experience.
Draftsman, hydrographic, Coast and Geodetic Survey.	Geographic projections. Mathematics. Topographic drawing and lettering. Hydrographic surveying, plotting, etc.
Draftsman, junior architectural.	Technical education and experience. Arithmetic and elementary mathematics. Knowledge of building materials and construction. Free-hand drawing and orthographic projection. Architectural drawing.
Draftsman, marine engines and machinery.	Technical education and experience. Mathematics. Material and construction. Calculations. Drafting.
Draftsman, mechanical, Ordnance Bureau, War Department.	Technical education and experience. Mathematics. Materials. Calculations. Drafting.
Draftsman, topographic.....	Training and experience. Topographic drawing and lettering.
Draftsman, topographic and mechanical.	Topographic drawing and lettering. Mechanical drafting (right-line work).
Draftsman and engraver, Bureau of Forestry.	Drafting. Engraving. Experience.
Electrician .....	Practical questions. Character as a workman. Experience.
Electrical engineer and draftsman.	Mathematics: Arithmetic, algebra to quadratics, geometry, and mensuration. Theory and practical questions in electricity. Drafting.
Electrotype finisher.....	Technical education and experience. Experience.
Electrotype molder .....	Character as a workman. Experience.
Elevator conductor .....	Character as a workman. Experience.
Elevator conductor, with knowledge of electric elevators, custodian service.	Character as a workman. Experience. Physical qualifications.
Engineer, first class .....	Practical questions relating to the operation of electric elevators. Practical questions. Character as a workman.
Engineer, third class, custodian service.	Experience. Practical questions. Experience.
Engraver, copperplate map..	Experience. Specimens of work.
Engraver, lithographic map..	Practical questions. Experience. Specimens of work.
Engraver, photomechanical..	Experience. Specimens of work.
Examiner of general merchandise.	Arithmetic (conversion of currency). Practical questions and tests.
Examiner of drugs.....	Practical tests.
Examiner of surveys.....	Arithmetic. Theory and practice of land surveying. Observations for meridian. Use and care of instruments.
Expert in plant culture and plant breeding.	Experience. Experience and training in cultivation of tropical or extratropical plants. Enumeration of tropical or subtropical plants. Theory and practice in handling experimental plants. Theory and practice of plant breeding and principles of improvement of varieties.
Farmer.....	Farm economy. Keeping accounts. Practical questions in farming. Experience in farming.

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TABLE SHOWING SUBJECTS COMPRISED IN EDUCATIONAL EXAMINATIONS—Continued.

Examination.	Subject.
Farmer, with knowledge of irrigation.	Practical questions in irrigation.
Farmer-carpenter .....	Experience in farming and carpentry.
Field assistant in forestry....	Forestry. Botany.
Fish culturist .....	Training and experience. Geography.
Food microscopist.....	Fish culture. Education and training.
Forestry inspector, Philippine Service.	Experience as a teacher and in scientific work. Experience in photography and in the photomicrography of plant tissues. Scientific papers prepared by competitor. Thesis on a subject pertaining to the work to be performed
Guard, United States penitentiary.	Forestry. Botany.
Hospital steward .....	Training and experience. Experience and practical fitness.
Immigrant inspector .....	Elements of bookkeeping and accounts. Chemistry.
Immigrant inspector qualified in Finnish and Scandinavian.	Pharmacy. Materia medica.
Industrial teacher (male)....	Practical questions. Finnish and Scandinavian.
Industrial teacher (female)...	Practical questions in carpentry and blacksmithing. Domestic hygiene.
Inspector of boilers.....	Experience. Arithmetic.
Inspector of boilers, Philippine Service.	Boilers and machinery. Experience.
Inspector of hats .....	Writing reports in connection with steamboat inspection service. Practical questions relating to marine boilers and machinery.
Inspector of hulls.....	Experience. Arithmetic.
Internal revenue .....	Practical questions. Practical tests.
Interpreter, Immigration Service.	Experience. Arithmetic.
Interpreter, Ute language....	Hull construction. Pilot rules and inland navigation.
Irrigation assistant.....	Lifeboats and life rafts. Sea navigation. Experience.
Irrigation engineer.....	Practical arithmetic. Elementary physics pertaining to gauging.
Junior civil engineer.....	Arabic, Armenian, Croatian, French, German, Italian, Kranish, Polish, Slovak, Turkish, Yiddish.
Junior translator, Philippine Service.	Training and experience.
Kindergarten teacher.....	Irrigation practice. Drawing.
Laboratory assistant in physics	Thesis on irrigation subject. Irrigation laws and institutions and abstracting of irrigation literature.
Librarian, Philippine Service.	Education, training, and experience. Agricultural engineering.
	Education, training, and experience.
	Pure and applied mathematics.
	Drawing.
	Use and care of field and office instruments.
	Practical questions in civil engineering.
	Technical education and experience.
	Spanish translation.
	Pedagogy.
	Arithmetic and form study.
	Language.
	Geography.
	Nature study.
	Drawing.
	Psychology of childhood.
	Use of kindergarten materials.
	Songs, games, and stories.
	Physiology and hygiene.
	Education and training.
	Original investigations.
	Experience.
	Thesis.
	Library economy.
	Bibliography, including cataloguing and indexing.

TABLE SHOWING SUBJECTS COMPRISED IN EDUCATIONAL EXAMINATIONS—Continued.

Examination.	Subject.
Librarian, Philippine Service.	French and German, translations into English. Training and experience in library work.
Lithographer.....	Practical questions. Experience.
Local route inspector, Rural Free Delivery Service.	Tracing and lettering. Description of route. Rural free-delivery practice. Postal laws and regulations.
Machine designer, Mint and Assay Service.	Arithmetic and elementary algebra and geometry. Practical questions and tests in machine design. Technical education and experience.
Machinist, with knowledge of electricity and electric elevators.	Practical questions. Experience.
Magazine attendant.....	Practical questions. Experience. Physical qualifications.
Manager of Government farms and experiment stations.	Training and experience. Experience in the care and management of horses and other domestic animals. Thesis or letter describing methods of planting, cultivating, and handling any one of the following crops: Sugar cane, rice, coffee, cocoa, tobacco, forage crops and grasses, fiber plants.
Manual-training teacher.....	Methods of manual training. Arithmetic. Geography. Industrial economy. Industrial drawing. Free-hand drawing. Physics.
Map printer .....	Practical questions. Experience.
Matron .....	Domestic economy. Keeping accounts. Nursery management.
Meat inspector .....	Veterinary anatomy and physiology Veterinary pathology. Meat inspection.
Mechanical and electrical engineer.	Drafting. Practical calculation. Knowledge of materials. Education and experience in mechanical and electrical engineering.
Medical clerk and translator.	Translation of medical German. Translation of medical French. Translation of medical Italian. Translation of medical Spanish. Technical bibliographic work in medicine and zoology. Medical and zoological terminology and nomenclature. Experience.
Medical inspector and physician.	Surgery and surgical pathology. Anatomy and physiology. Chemistry, materia medica, and therapeutics. Bacteriology and hygiene. General pathology and theory and practice of medicine. Obstetrics and gynecology. Experience and training.
Mounted inspector, Custom-House Service.	Experience and special qualifications.
Music teacher .....	Pedagogy. Arithmetic. Theory and practice of music. Nature study. History and government of the United States. American literature. Physiology and hygiene.
Nautical expert .....	Pure mathematics. Physical geography. Nautical definitions. Navigation. Meteorology.
Observer, Weather Bureau ...	English composition. Geography. Algebra.
Ore sampler .....	Practical questions.
Pharmacologist, Philippine Service.	Anatomy and physiology. Bacteriology and pathology. Pharmacology. Internal medicine, including etiology, symptomatology, and general diagnosis. Physiologic chemistry. General biology, including animal and vegetable histology. Technical training and experience.

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TABLE SHOWING SUBJECTS COMPRISED IN EDUCATIONAL EXAMINATIONS—Continued.

Examination.	Subject.
Photographer, Bureau of Forestry.	Wet plate process. Dry plate process. Transparency and color. Printing and toning. Lantern slides (wet and dry). Chemistry. Preparation of photographic papers. Use of enlarging and reproducing camera. Bromide enlargements. Lenses. Experience. Organization of a photographic division.
Photographic assistant, Smithsonian Institution.	General photography (wet and dry plate.) Special photography, including astronomical and astrophysical photography, photomicrography, photographing birds in flight with telephoto camera, and general museum photography for book illustration.
Physician .....	Photographic chemistry. Experience in the classes of work under special photography. Anatomy and physiology. Chemistry, materia medica, and therapeutics. General pathology, and theory and practice of medicine. Surgery. Bacteriology and hygiene. Obstetrics and gynecology.
Plant pathologist, Philippine Service.	Technical training and experience. Thesis or other publications on subjects pertaining to vegetable physiology, pathology, or laboratory methods. Practical questions in vegetable physiology, pathology, and laboratory methods.
Pomological clerk .....	Pomology. Translation of pomological Spanish.
Post-office inspector .....	Writing reports. Elements of bookkeeping and accounts. Geography, Constitution, and postal laws and regulations of the United States.
Preparator of specimens, National Museum.	Description of persons. Practical questions. French, translation into English. German, translation into English. Experience in collecting and preparing fossils in field and laboratory.
Press feeder .....	Experience.
Pressman .....	Experience.
Printer's assistant .....	Character as a workman.
Public document cataloguer..	Physical qualifications. Publishing processes. Cataloguing and bibliography. History, geography, and government of the United States. Experience in library work and cataloguing.
Railway mail clerk .....	Systems of railway transportation.
Record and identification clerk, U. S. penitentiary.	Arithmetic (including metric system of linear measure). Practical questions on Bertillon system of identification. Experience.
Register and receiver's clerk.	Public-land laws of the United States.
Route inspector, Rural Free Delivery Service.	System of public-land surveying. Rural free-delivery practice. Postal laws and regulations.
Schedule A, Mint and Assay Service:	
Chief clerk .....	Practical questions.
Assistant assayer .....	Practical questions.
Confidential clerk .....	Practical questions.
Schedule D, Mint and Assay Service:	
Mechanical trades, or other skilled positions.	Experience in mechanical trades.
Schedule A, Subtreasury Service:	
Assistant teller .....	Practical questions. Experience.
Clerk .....	Practical questions. Experience in similar duties.
Coin counter .....	Practical questions and tests. Experience.
Note counter .....	Practical questions and tests. Experience.
Schedule B, Subtreasury Service; clerical positions.	Experience in similar duties.
Scientific aid .....	College course with bachelor's degree. Post-graduate course and special qualifications. Thesis or other literature.

TABLE SHOWING SUBJECTS COMPRISED IN EDUCATIONAL EXAMINATIONS—Continued.

Examination.	Subject.
Seamstress .....	Cutting, fitting, and sewing.
Special laborer, qualified as blue-printer.	Practical questions on the making of blue prints. Practical tests. Experience in making blue prints or any similar photographic work.
Stenographer .....	Stenography.
Stenographer, Philippine Service.	Stenography.
Stereotyper .....	Experience. Character as a workman.
Steward and storekeeper, U. S. penitentiary.	Training and experience in the purchase and handling of food supplies.
Stock examiner .....	Practical questions, written and oral. Efficiency. Deportment.
Superintendent of construction.	Materials and construction. Arithmetic and mathematics. Building supervision. Specifications.
Superintendent of farm and transportation.	Technical education and experience. Farm economy. Keeping accounts. Practical questions in farming.
Surveyor-general's clerk .....	Experience in farming. Public-land law.
Teacher .....	Public-land surveying. Arithmetic and elementary algebra. Pedagogy. English grammar and analysis. Geography. History and government of the United States. Drawing. Physiology and hygiene. Nature study. American literature.
Telegrapher .....	Practical questions. Experience.
Telephone switchboard operator.	Experience in the operation of telephones and telephone switchboards.
Trained nurse .....	Anatomy and physiology. Hygiene of the sick room. General nursing. Surgical nursing. Obstetrical nursing. Experience as a nurse.
Trainmaster, Quartermaster's Department at large.	Training and experience as teamster and trainmaster.
Translator .....	French. Spanish.
Translator, Philippine Service.	Translations, English into Spanish and Spanish into English.
Typewriter .....	Tabulating. Copying and spacing. Writing from dictation.
Typewriter, Philippine Service.	Copying and spacing.
Watch officer, Coast and Geodetic Survey.	Arithmetic, including proportion. Algebra, including equations second degree. Plane and spherical trigonometry. Logarithms (the practical use of). Free-hand exercise in drawing. Practical tests or equations on seamanship, vessels, etc.





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